

## **Review of Nunavut Teacher Education Program (NTEP)**

Submitted to:

John MacDonald, Assistant Deputy Minister  
Department of Education  
Government of Nunavut

Submitted by:

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## Introduction

We have used Inuit societal values to guide our conduct of the review, to establish criteria for evaluating interpreting the information we have gathered, and to evaluate our recommendations. We have striven to be open, welcoming and inclusive of all persons and points of view so that our conduct of the review did not engender negative Spirits among members of the community. We asked all those with whom we conducted interviews what they believe were the goals in the Nunavut Teacher Education Program (NTEP) to determine whether there was consensus. We were mindful that being resourceful and innovative were prized values, but should not take precedence over respect for others and the preservation of community. We are hopeful that our regard for Inuit values is evident and invite readers to judge what we have written accordingly.

## Methodology

We used a number of different methods in our review. We sought and reviewed many documents and much numerical data. We surveyed opinion and conducted numerous interviews with individuals, including past and present NTEP students and representatives of organizations who volunteered to share their perspectives about NTEP.<sup>1</sup> At the conclusion of each interview, those whom we interviewed were invited to provide additional commentary in writing or orally. Some did. Our team was composed of individuals whose backgrounds and expertise differed, allowing each to view the NTEP through different lenses.<sup>2</sup> We sought to understand one another's perspective and the explanations of those perspective and, despite our different perspectives, sought consensus about our interpretations and recommendations.

## Framework for our review

At the outset we want to make clear the precepts upon which our review was conducted and our report is based. The first is that we accept, without reservation, the primacy of bilingualism for the Territory. It is through the preservation of language that cultures and traditions will be preserved (Inuit Circumpolar Council Canada, 2012).

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<sup>1</sup> Please see the appendices for the list of interviewees and copies of the survey instruments.

<sup>2</sup> Please see Appendix E for the biographies of the review team members.

When we speak about the origins and history of our culture, we do so from a perspective that is different from that often used by non-Inuit who have studied our past. . . Our history is simply our history and we feel that the time has come for us as Inuit to take more control over determining what is important and how it should be interpreted. To be of value, our history must be used to instruct our young and to inform all of us about who we are as Inuit in today's world (Inuit Tapiriit Kanatami, ND).

While we understand that there are ongoing questions and discussions about the means for best preserving and further implementing bilingualism and the pace at which these means may be enacted, the foundational objective goes unchallenged. Second, we concur with the criticality of a strong, vibrant bilingual education system, from K – 12, as a necessary condition for bilingualism and for the preservation of Inuit culture and identity. Other factors will undoubtedly play a role, but we believe that bilingualism in the Territory cannot succeed without a bilingual framework for primary and secondary education. Our review of the NTEP program is through the lens of how NTEP may best serve the goals of bilingualism by enriching and supporting the bilingual education system.

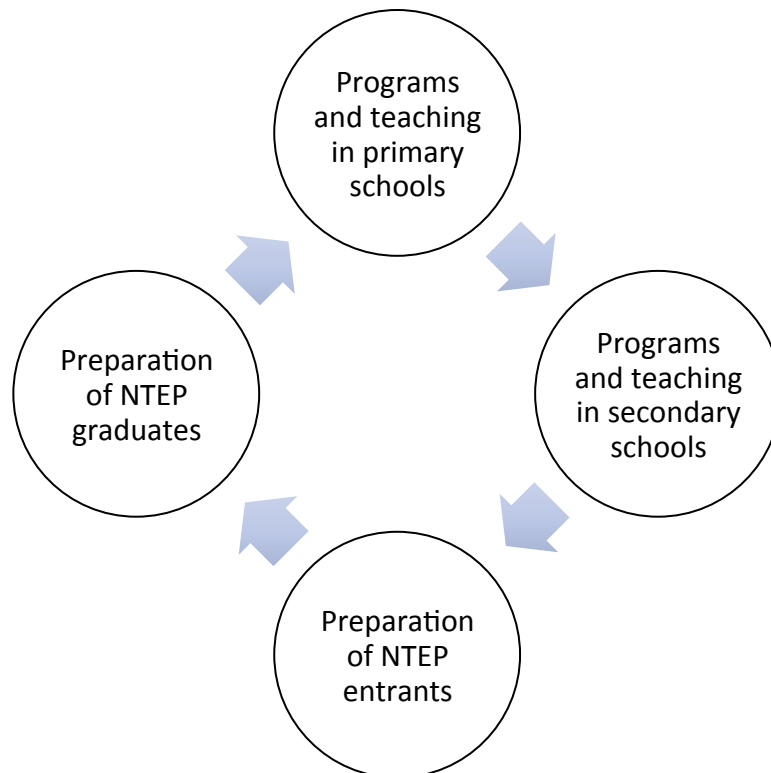
Our report is organized in four sections. The first three provide a more detailed discussion of the underlying foundations for our perspective for the review. Section I is a brief overview of the imperatives for bilingualism, with some references to bilingual education. Section II takes this further and directs attention to the K – 12 education sector as a critical site for advancing toward the goals of bilingualism. It offers a context for education and teacher education in Nunavut from 2008 to the present. In Section III we turn our attention to education and teacher education in Nunavut. It begins with a look at the historical context of education in Nunavut, and then turns to considerations on the present K – 12 system. Section IV brings these observations together for our report on NTEP. We first review the present design and structure of NTEP, and then turn to the particular issues that must be addressed. Our recommendations are presented there.

In our review we held discussions and interviews with current and former NTEP and Nunavut Arctic College faculty and staff, with administrators, with students, and with representatives from government ministries associated with education and finance, and with Nunavut Tunngavik Incorporated (NTI). What we heard from these discussions, taken as a whole, was an impression that NTEP – and the education sector – was caught in what we might describe as a dynamic deadlock. Its basic outline was described in this way. There was a sense that secondary schools did not graduate students who were interested in or ready for the demands of post-secondary education. Consequently, there were not enough students moving into post-

secondary education, and the academic and/or language skills of those who did enter NTEP were not at a level that would prepare them for success. That, in turn, meant that NTEP graduates did not carry with them the subject matter knowledge, the language skills, or the pedagogical skills needed or expected of entrants into the teaching profession. The programs in the schools receiving these new teachers would not improve, the school and student outcomes would not improve, and the cycle would begin over again. The people we spoke to did not, by and large, see their description of the sector as a commentary on the character, qualifications, or capabilities of students, or NTEP faculty and staff, or others in the education sector. Rather, what they saw they characterized as a systemic problem. Nevertheless, the consequence was a deadlock unless and until something – from either inside or outside the sector – broke the cycle.

We found this description ubiquitous and compelling, and have adopted this metaphor of a dynamic deadlock as a framework as we considered the issues confronting NTEP. The general model we use to illustrate this is pictured below.

**Figure 1: Dynamic Deadlock Model**



What this model captures is the idea of a recursive cycle and in that way portrays a dynamic system in which outcomes from one part of the system flow into the next part, and so on. The fact that it is dynamic does not, however, mean that it moves forward. It could, as our respondents suggested, be deadlocked. If the secondary schools do not prepare enough students adequately for post-secondary participation then those who enter NTEP will not be ready for that work. If that holds, and if NTEP programs cannot overcome this deficit, the NTEP graduates moving into teaching in the Territory will not be ready for those challenges. And that, in turn, leads to an education system that does not prepare its students for post-secondary participation.

There is nothing, however, that makes a deadlock like this inevitable or constant. The same model can equally well describe a dynamic system that is moving forward, and describe the factors that can break a deadlock. In this respect, the model sets the framework for our review. The model directs our attention to the circumstances and factors, both internal and external to NTEP, that perpetuate a cycle that results in a deadlock. What we have looked for in our consultations and interviews were the various structural features that create this deadlock, and then to consider recommendations that would lead to a positive rather than a negative cycle.

We identified a number of key factors where changes were needed in order to break the deadlock. *Qalattuq-10 Year Educator Training Strategy 2006-2016* (Department of Education and Nunavut Arctic College, July 2006), undertaken more than 10 years ago, noted many of the same issues. Our report examined the situation in 2017, focussing on the following themes and issues. This is the material in Section IV of the report.

- NTEP curriculum and program, including
  - Appropriate modes for program delivery
- Territorial goals for bilingualism and NTEP capacity; including
  - NTEP capacity to provide the number of Inuktitut speaking teachers needed
  - NTEP capacity to teach its program in Inuktitut or in a truly bilingual mode
  - NTEP capacity to provide a curriculum to enable teaching in Inuktitut
  - The language proficiency of NTEP entrants and graduates
- The Foundation Year: supports and preparation for entrance into post-secondary studies
- Recruitment of candidates into NTEP, including
  - Strategies to support those employed outside of teaching to pursue an NTEP program

- Community based programs
- The relationship between NTEP and the educational institutions in the community: DEA, schools, education leaders, community leaders
- Preparation of teachers for secondary schools
- Supports and services for students (funding, housing, program flexibility), including
  - Strategies for improving student retention
- The relationship with the university partner
- Recruitment of faculty to NTEP
- Management and administration of the NTEP program

## **I. The importance of strengthening bilingualism for Nunavut**

Bilingualism in education became a substantive issue in the negotiations and conciliation process for the second planning period of the Nunavut Land Claims Agreement. In his final report, Thomas Berger (2006) recognized the importance of making Inuktitut the principal language in the workplace, but also acknowledged that English would be the principal language in those work contexts where “scientific and technical knowledge are essential.” Berger also recognized that the Nunavut public service would require individuals who could perform their work in English as well, asserting that potential public service employees would need to acquire an education that would cultivate the ability to function in English in order to pursue post-secondary opportunities in southern Canada.

Berger asked rhetorically if there was any reason to preserve Inuktitut in schools and not simply have an English-only education system. He then proceeded to enumerate a number of reasons why the preservation of Inuktitut was important and the pursuit of an English only system wrong-headed. In framing his argument, Berger noted that the population of Nunavut was to varying degrees bilingual, notwithstanding the erosion of heritage language that was occurring. Berger noted that heritage language was an effective base upon which to build more advanced language proficiency and aided in the development of second language acquisition (English or French).

Berger’s second reason for rejecting an English-only education was the importance of providing government services in Inuktitut. “Bringing up a new generation of English-only public servants would effectively deny or severely limit access to government for many, if not most, of the citizens the government is meant to serve” (p. 24).



An English-only education would effectively deprive the Inuit of access to their culture and the worldview upon which that culture is based. In essence, such an approach would constitute an attack on their identity.

According to Berger, the main reason why English should not become the only language of instruction is that the Inuit do not wish that for themselves:

There is an almost universal desire among the Inuit to avoid loss or extinguishment of their language. This is so among not only Inuktitut speakers but also even stronger among those who speak Inuinnaqtun, the most seriously endangered variant of the Inuit language in Nunavut.

English is, in many ways, the language of colonialism. But when it is mastered by the Inuit it is also the language they use to speak to Canadians and the world. It can be an enormous asset to them. For Inuktitut to survive, it has to counteract the competitive dominance of English. Yet the Inuit understand that they must speak English too; they want their children to be competent in both languages (p. 25).

We agree with Berger's argument and share the optimism of those who believe that Nunavut can and must become functionally bilingual in order to preserve the identity of its inhabitants and the vitality of Inuktitut. This report was undertaken to fulfil priorities of the Government of Nunavut to review NTEP and develop recommendations to refocus the program on bilingual education. The development of a fully bilingual K-12 education program is necessary for the preservation of Inuit identity and the vitality of Inuktitut, but not in itself sufficient.

Leaders in Nunavut are cognizant of the challenges of acquiring fluency in Inuktitut. The National Post (Hopper, 2015) quotes James Eetoolook, vice-president of Nunavut Tunngavik, the corporation governing the Nunavut Land Claims Agreement as saying:

Linguists have told us Inuktitut is one of the hardest languages to learn as a second language. And it's why — after decades of planning — Canada's Inuit are now hammering out a plan to unite the entire Arctic under a single Roman-lettered language.

While confronting the challenges of learning Inuktitut is a necessary step toward a fully bilingual education, other challenges remain. Conditions within the education system will also pose challenges to achieving bilingualism. As was the case with the interviews we conducted,

Preston (2016) conducted interviews with principals, vice-principals, and teachers from Nunavut to identify their perceptions of the educational issues confronting the territory. Four issues were identified as prominent: student attendance, the legacy of residential schools, the lack of Inuktitut/Inuinnaqtun resources, and teacher transience.

Our point is not to derogate the importance of developing a fully bilingual K-12 education program, but to make clear that while it is a necessary step to preserving the identity of the Inuit and the vitality of Inuktitut, it must be accompanied by a suite of complementary efforts within and outside of the school system. Gallagher-MacKay (2007) put it well when she said “bilingual education is a good policy for Nunavut,” but cautioned that it cannot succeed on its own without addressing “the equally serious challenges of improving overall educational quality and directly tackling issues of socio-economic disadvantage” (compare with Bainbridge, 2007).

We share the optimism of those who believe that Nunavut can and must become functionally bilingual in order to preserve the identity of its inhabitants and the vitality of their language and culture. The development of a fully bilingual K-12 education system is a necessary step to achieving those goals, but will require even greater effort to be sustained.

## **II. The criticality of a strong bilingual K-12 education system to the bilingualism goal**

Nunavut was officially established as a territory separate from the Northwest Territories on April 1, 1999 by means of the Nunavut Act 1993 and the Nunavut Land Claims Agreement Act (S.C. 1993, c. 29). Nunavut now has its own, territorial Department of Education responsible for early childhood education, K-12 education, post-secondary education and adult education, including teacher education.

Elementary, secondary and post-secondary education in Nunavut now include cultural and language studies. Nunavut recognises two Inuit languages: Inuktitut and Inuinnaqtun. Inuit languages exist as a continuum of geographically-focussed dialects. Inuit in adjacent communities can more easily understand one another, but residents of more geographically dispersed communities find it more challenging to understand one another. Inuktitut is written in syllabics (based on Cree syllabics) while Inuinnaqtun uses the Roman alphabet (as does the Inuit population of Greenland). Not all Inuit speak an Indigenous language and those who do possess varying levels of fluency.

As is the case in other provinces and territories, the Nunavut Teacher Education Program exists in a legislative/regulatory environment that influences its character and conduct. The Nunavut Act 1993 contains clauses about the preparation of Inuit for jobs in the Nunavut public service

and commits the government to “a level of Inuit employment . . . reflecting the ratio of Inuit to the total population in the Nunavut Settlement Area . . . within all occupations, groupings and grade levels” (Nunavut Act 1993, 23.1.1). Employment in education represents a significant driver of proportional employment.

Nunavut’s efforts to prepare teachers capable of offering a bilingual K-12 education program – especially in secondary schools – necessitates the ability to use both Inuktitut and French or English effectively for academic purposes. Achieving this level of competency is challenging for teachers who work with languages that are widely spoken (French, Spanish, etc.) and less complex than Inuktitut.

As mentioned, there are numerous challenges to achieving what we believe to be the desirable goal of a fully bilingual education from K-12. Nunavut has communities that are highly dispersed over a vast geography with dialects that change gradually over a geographical area in which speakers in regions adjacent to one another can often understand each other, but those separated from one another find communication more challenging. The dialects frequently have different sounds and different rules (perhaps better called conventions) for combining the sounds for communicative purposes because the pronunciation of words is idiosyncratic, varying among speakers who determine the pronunciations of its highly complex words. A further complexity of Inuktitut is that words can be formed by combining nouns with verbs. In short, Inuktitut is much more complex and varied than English or French, languages that, for the most part, have been standardized. In other words, it is difficult to achieve bilingual competency for academic purposes, in general, and even more difficult when the academic subject matter becomes increasingly complex and abstract. The standardization of Inuktitut for teaching purposes would be helpful.

Neither standardization nor the preparation of bilingual teachers will, on their own, be sufficient to ensure the maintenance of Inuktitut. Demographics play a significant part in language maintenance. In 2011, according to Statistics Canada (Arriagada, 2016), 85.4% (27,070) of the 31,695 people living in private households in Nunavut were of Inuit identity. Approximately 90% of the persons identifying as Inuit indicated that they had the ability to conduct a conversation in an Aboriginal language and 80% indicated that they had an Aboriginal language as a mother tongue. The proportions diminish with regard to speaking an Aboriginal language most often at home (61%) and speaking an Aboriginal language regularly at home (24%).

**Table 1: Self-assessed language ability of the Nunavut Inuit population 2011**

(Source: Statistics Canada<sup>1</sup>)

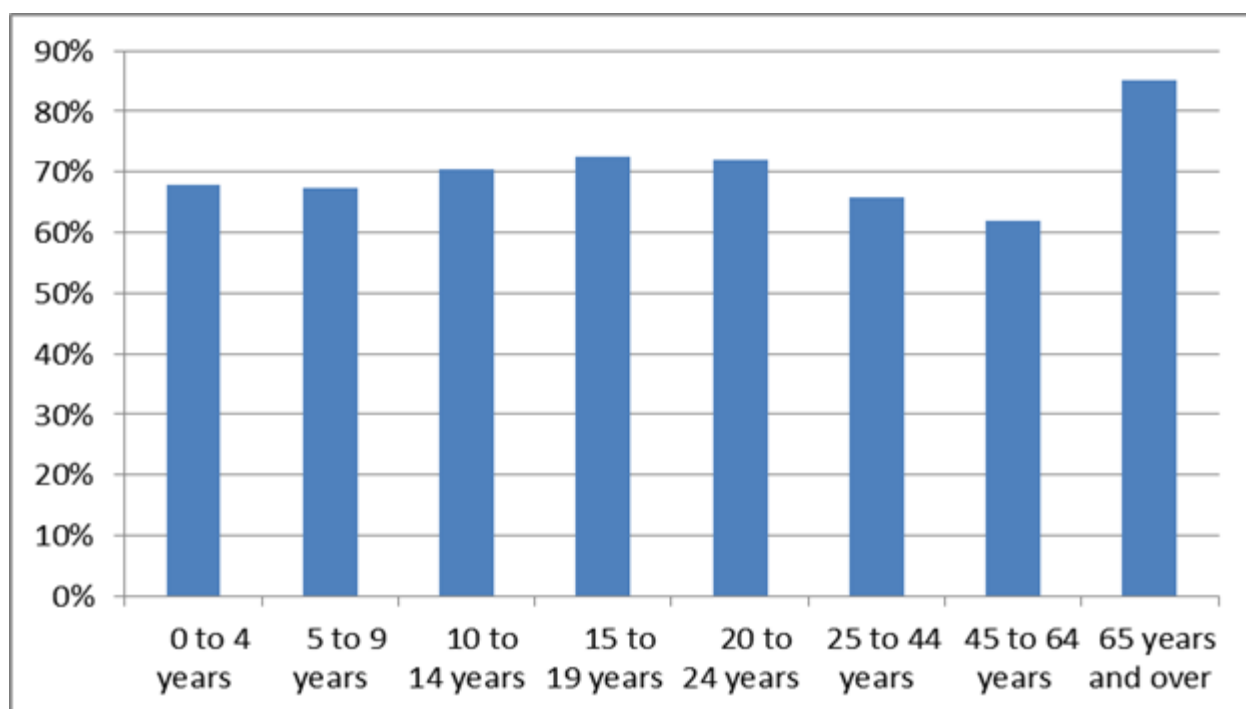
Self-assessed Language Ability	Number	Percentage
Ability to conduct a conversation in an Aboriginal language	24,165	89.3
Aboriginal language as mother tongue	21,770	80.4
Aboriginal language spoken most often at home	16,560	61.2
Aboriginal language spoken regularly at home	6,445	23.8

1. <http://www12.statcan.gc.ca/nhs-enm/2011/as-sa/fogs-spg/Pages/FOG.cfm?GeoCode=62&lang=E&level=2>

The number of children and youth in the population who speak Inuit languages most often at home are depicted in Figure 2 below.

**Figure 2: Inuit Languages Most Often Spoken at Home as a Percentage of Age Group**

(Source: Statistics Canada - 2011 Census. Catalogue Number 98-314-XCB20110480)



Hot (2009) compared the linguistic practices in Iqaluit and in Igloolik and observed “. . . that, apart from the elders, the number of people fluent enough in syllabics to read and write on a daily basis is small. The ideal of stable bilingualism rests upon the ‘inuitization’ of the territory’s institutions. This in turn entails a renewed effort to provide learning and practice opportunities for those who wish to write and read their language better.” Such a desire rests upon the “. . . choices about language use at the personal, school, and societal levels will determine whether Inuit are able to reach and maintain stable bilingualism, or whether Inuktitut will decline significantly in favor of majority languages” (Allen, 2007:515).

Guèvremont and Kohen (2012) used data from the 2001 Canadian Aboriginal Peoples Survey to examine what factors were related to speaking an Aboriginal language and how speaking an Aboriginal language was related to school outcomes. They observed that “. . . speaking an Aboriginal language was associated with positive school outcomes for young children aged 6 - 14 years old if they learned the language in school . . .” (p. 1) but that “. . . knowledge of an Aboriginal language was related to parents valuing the importance of speaking an Aboriginal language . . .” (p. 19).

Parental choice and support are necessary, but insufficient to achieving the objective of a fully bilingual education. Alward (2010) analyzed interviews about the role of Inuit languages in Nunavut schooling with 10 experienced Nunavut teachers, five of whom were Inuit and five who were not, who expressed a range of concerns about bilingual education, including “levels of teacher competency and support, home and school language gaps due to language loss, lack of leadership, ambiguous standards and systems of accountability, discrimination against Inuit language stream students, and denial of minority language rights” (12). The requirement that 85% of those employed in Nunavut be Inuit should be instrumental in eliminating the dichotomy felt by some Inuit: that English was more useful for gaining employment, but that Inuktitut is essential in defining Inuit identity (Dorais & Sammons, 2000; see also Aylward, 2007).

Bilingualism in Nunavut’s schools has two goals that must be pursued in a balanced way: to promote the Inuktitut language and Inuit culture, and to ensure that Nunavut’s youth have the skills in English or French to participate successfully as part of Canadian society whether that be in further education or employment.

### **III. Education and Teacher Education in Nunavut**

#### **The historical context of education in Nunavut**

It would not be an exaggeration to say that the Nunavut Teacher Education Program as it exists has been influenced by the entire history of the people of Nunavut. Although recounting that history is beyond the scope of this review, it is important to understand some key features of that history.

Prior to European contact the Inuit lived primarily in small, extended family grouping of between ten and 25 nomadic people, whose young learned from their parents and other elders to survive in an austere environment. The harsh weather and the environment precluded agriculture and permanent settlements. Inuit traded with one another, with Indigenous populations to the south and, eventually with Europeans. As trading posts were established, Inuit were attracted to live in or near these settlements for at least part of the year.

Settlements attracted Anglican and Catholic missionaries eager to convert the Inuit. The missionaries created the written form of the indigenous language, promoting literacy as a means of teaching the Christian Bible. Instruction of both children and adults occurred in community buildings located at trading posts. Primarily religiously oriented, over time the curriculum was extended to include arithmetic, geography and English or French.

Although residential missionary schools were in operation in some parts of Canada as early as the 1880s, there were none in the Eastern Arctic, leaving Inuit children in that region without formal education more typical of much of Canada. Attendance was sparse in residential schools where schooling often ended at Grade four. Some Inuit children were sent to schools in the western part of the territory as wards of the state.

Despite the fact that the Hudson's Bay Company transferred Rupert's Land and the North-Western Territory to the British Crown and subsequently to the newly formed Government of Canada, the Federal government's interest in the northern parts of the territory was limited to access to resources. Until 1940 the Hudson's Bay Company was still the only provider of services in the north..

In 1939, the Supreme Court of Canada ruled that Inuit were a federal responsibility because they had been defined as Indians. Notwithstanding the ruling, the government mostly left the education system to the missionaries until the 1950s.

The U.S. built a series of airfields and weather stations in the Eastern Arctic to support operations during the Second World War. But, in the aftermath of the war, the Canadian government began asserting its sovereignty over the Arctic and participating in the U.S.-led Distant Early Warning System (the DEW line) during the Cold War.

The Inuit increasingly became settlement-based by 1950, giving up their semi-nomadic lifestyle. The settlement-based lifestyle was, in part, a response to the creation of day schools and student hostels in existing settlements. Parents settled close to their children and close to other government services such as health care. Children whose parents did not live in or near a settlement lived in hostels and attended day schools.

Although there was a long history of missionary-run residential schools in the south-western parts of the NWT, missionary and government operated residential schools in the eastern Arctic were not established until 1951. By 1959, there were approximately 1,000 Inuit children enrolled in various schools in both the Eastern Arctic and other parts of the NWT.

In 1967, Yellowknife was named the new capital of the NWT. This began the process of relocating legislative operations from Ottawa and civil operations from Ft. Smith. The federal government transferred provincial-level responsibilities (health care, education, and housing) to the territorial government. The territorial government continued the process of reforming the education system to include more education in the Inuit and D ne languages and established the Northwest Territories Teacher Education Program (NWTTEP) to prepare local teachers.

The inclusion of Indigenous languages in the teacher preparation program was important for cultural transmission and preservation. Indigenous languages also facilitated the learning process of students, many of whom did not speak English, and their transition to an English curriculum.

The residential school system was gradually phased out and replaced by day schools. Hostels were closed as more families moved to permanent settlements. Students from communities without schools were housed with families in communities in which there were schools. Schooling in smaller settlements was often limited to the elementary grades, requiring middle and secondary school students to leave their communities for ones in which such schools operated. A program of grade expansion was undertaken with nearly all settlements offering schooling until grade 12.

Northern education changed over time. Mission schools whose initial primary focus was religious indoctrination and basic literacy gradually added vocational training. Students in schools with vocational programs learned everything from home construction to home economics to help make them self-sufficient and prepare them for a vocational career. Academically-oriented students often went to southern Canada to complete high school. Over

time, northern schooling increasingly focussed on preparation for post-secondary education and training.

### **The development of teacher education in the Northwest Territories and Nunavut**

Teacher education programming in Nunavut can be traced to the introduction of classroom assistants (now called Language specialists) in 1958. Classroom assistants divided their time between providing assistance in the classroom (60%) and improving their academic knowledge (40%). A formal preparation program for classroom assistants began in 1965 with a month long course in Smith Falls, Ontario for 11 students. Fourteen students attended a nine-week course in the winter of 1966. A formal program was added in Yellowknife in the summer of 1966 (Macpherson, 1991).

The Northwest Territories Teacher Education Program (NWTTEP) was established in Yellowknife in 1968 with 15 students who were required to be high school graduates. Two years later, the NWTTEP moved to Ft. Smith, NWT and was extended to two years in duration. The first year of the program was offered in Ft. Smith and the second divided between the University of Alberta and a teaching practicum in NWT. In 1973, the relationship to the University of Alberta ended and all instruction was conducted in NWT. Although students admitted to the program had to be fluent in an Indigenous language, the program did not provide preparation to *teach* in Indigenous languages; students were expected to translate what they learned in English into an Indigenous language. 1973 was also the first year that NWTTEP was held in Chesterfield Inlet. In 1974 the program was held in Iqaluit, but by 1976 all programming returned to Ft. Smith where the program was affiliated with the University of Saskatchewan. Graduates of NWTTEP were able to obtain advanced standing for the University of Saskatchewan B.Ed. program.

In 1979, the Eastern Arctic Teacher Education Program (EATEP) was established in Iqaluit. In 1981, the Classroom Assistant Certificate Program and the EATEP diploma were merged into a dual track program with the Classroom Assistants granted credit for the first year of the two-year Teacher Education Program offered in Iqaluit. EATEP was granted full accreditation by McGill University. Students enrolled in the two-year program earned two certificates upon Completion: A McGill 45 credit Certificate in Northern and Native Education and a 60 credit NWT Teaching Certificate, enabling a recipient to teach in the territory. In 1984 a third and fourth year of courses leading to a B.Ed. from McGill was offered in Iqaluit under the EATEP banner.

In 1987, responsibility for EATEP was transferred to the control of the newly established Arctic College. Salary support for Classroom Assistants was replaced with regular student assistance. In 1990, the first community-based programs were established in Rankin Inlet, Arviat and Baker



Lake. Each site had a “home instructor” while other instructors rotated among the sites. The community-based program was a two-year program similar to the original EATEP, offering students the option of completing the third and fourth years in Iqaluit. By 1995, students were required to complete a third year of EATEP with the option of completing a fourth year and earning a B.Ed. A B.Ed. became a requirement of the program. Concerns about the academic preparation of students for the teacher education program led to the introduction of a Foundation Year. In 2007, NTEP ended its relationship with McGill and began a partnership with the University of Regina.

### **Structure of present K-12 system**

Subsequent to Berger’s report, Section 28 of the Education Act of Nunavut 2008 explicitly set targets for the phased implementation of bilingual education: Kindergarten and grades 1 to 3 for the 2009 - 2010 school year and “. . . with respect to all other grades it shall be phased in, in accordance with the regulations, so that it applies to all grades by the 2019 - 2020 school year.”

The Act also established three school operations regions (Kivalliq, Kitikmeot, and Qikiqtani), corporate entities that operate in a manner similar in some respects to southern school boards and are funded with annual budgets for operations and capital expenditures for the region. These are managed by the Regional School Operations team, which consists of an Executive Director and one or more Superintendents.

Each community in Nunavut has a District Education Authority. DEAs are responsible for local programming, determining a language of instruction (French or English), choosing the model of bilingual education (Inuktitut or Inuinnaqtun and either English or French). They are also responsible for reporting and monitoring functions, establishing a school calendar, recommending the employment of Elders for local programming, and carrying out the student appeals process. While school staff members are employed directly by the government of Nunavut, the DEAs make recommendations regarding the hiring and firing of teachers, principals and other staff. The Act establishes a Coalition of DEAs that engages in “structured dialogue” with the Minister.

Nunavut uses three models for bilingualism in its schools. They are:

- Immersion model: This model may be used in communities such as Kugluktuk and Cambridge Bay, where Inuinnaqtun language fluency has eroded. This model will introduce children to Inuinnaqtun, in combination with teaching and using English, from Kindergarten to Grade 12.
- Qulliq: This model would serve communities with strong Inuktitut First Language and will teach students to read and write fluently in Inuktitut first,

while gradually introducing English as a second language. Instruction in Inuktitut is maintained through Grade 12 for some courses, while English is used for others.

- Dual Model: This model may be used in communities such as Iqaluit and Rankin Inlet where programs will be organized so students will receive instruction in language arts and core subjects in their first language, learn the other language as a second language, and receive non-core courses together in either language.<sup>3</sup>

The Nunavut curriculum, including hours of instruction, is the responsibility of the Minister of Education (with the exception of local programming). Other ministerial responsibilities include territory-wide assessments of literacy and numeracy skills in each language of instruction, the protection and promotion of Inuinnaqtun in places where it is spoken, provision of French as an official language, the establishment of standards for teacher education that reflect the educational requirements of the students as set out in the Education Act and the curriculum, including the implementation of bilingual education.

All qualified secondary school teachers are prepared in southern Canada, as the NTEP does not prepare candidates for secondary school. High schools in Nunavut teach a curriculum primarily based on that of Alberta, a curriculum that contains no Inuit specific materials (Berger et al., 2017). The Nunavut K-12 curriculum documents are derived from a variety of sources, including Alberta, Saskatchewan, Manitoba, the Northwest Territories and the Western and Northern Canadian Protocol. Some modules of instruction for teachers based on Inuit knowledge have been developed by the Department of Education (2016-2017). It has not been clear to us what the availability of language courses in Inuktitut or Inuinnaqtun is at the secondary school level. Offering post-secondary credit for language and culture learning in the secondary school (dual credit) could be a strong incentive for students to improve and maintain language skills.

## **IV. Review and Recommendations for NTEP**

### **Present Design and Structure**

The current Nunavut Arctic College program includes a Foundation Year (preparation for entry to NTEP) and a four-year Bachelor of Education degree program, offered in conjunction with the University of Regina.

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<sup>3</sup> Department of Education, Government of Nunavut. Bilingual Education Strategy for Nunavut 2004-2008.

### *Foundation Year*

The Foundation Year presently is a one year program designed to improve prospective NTEP students' mastery of English and mathematics for the purpose of pursuing a post-secondary degree. The Foundation Year is taught entirely in English, and is not designed to upgrade Inuktitut language skills. Further, there is at present no parallel offering for students with a good academic foundation who require upgrading of their skills in Inuktitut in order to pursue the teacher education program. (It is not clear how strong the Inuktitut requirement for admission is; and we heard that some NTEP grads declined to teach in Inuktitut.)

### *The Nunavut Teacher Education Program*

The courses<sup>4</sup> offered in the NTEP are part of the University of Regina B.Ed. program except for the courses on Inuit culture and language, and ecology, which are offered by Nunavut Arctic College and accepted as transfer credits by the University of Regina.

All courses are taught in three- week blocks; students take one course in any given three-week period. Typically, a course day is comprised of three hours of class and three hours of study. Most courses are taught in English.

Under the agreement between NAC and the University of Regina, all course instructors are to be approved by the University. The review team understands that this may not always be the case in practice. In addition, some courses are taught by distance education with an on-site instructor/facilitator who is responsible for evaluation of the student's work. While some instructors have been part of NTEP for several years, others have been recruited on short term contracts to teach in the community-based programs, resulting in a loss of stability and continuity.

In the early years of the partnership with the University of Regina there were regular opportunities for NTEP instructors and administrators to meet for professional learning and collaborative work with faculty from the University of Regina. There were also opportunities for students in NTEP to participate in short-term programs at the University of Regina. These interactions have declined or disappeared in recent years.

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<sup>4</sup> Appendix F: Nunavut Teacher Education Program (NTEP) Course Offerings by Academic Year

### *Community Teacher Education Programs*

The current NTEP program is offered in Iqaluit and various communities. The community based teacher education program (CTEP) was instituted to meet the needs of teacher candidates who found it difficult to leave their home communities to enrol in the program in Iqaluit or another centre. The review team understands that a CTEP program is begun in response to a request from the community when the community has identified a viable cohort of entrants. In 2016/17 NTEP and CTEP programs were located in the following communities.

**Figure 3: NTEP Cohorts 2016/2017**

Year	Community	Number of Students
1st Year	Kugaaruk	10
1st Year	Iqaluit	8
2nd Year	Iqaluit	8
2nd Year	Pond Inlet	9
2nd Year	Clyde River	10
2nd Year	Cape Dorset	2
2nd Year	Sanikiluaq	6
3rd Year	Iqaluit	6
3rd Year	Taloyoak	5
4th Year	Iqaluit	7
4th Year	Rankin Inlet	5
4th Year	Arviat	9
<b>Total 2016-17 enrolment in all four years of study</b>		<b>85</b>

Source: Language of Instruction – Territorial Capacity document & Department of Education

In the communities each NTEP course is offered as a module lasting three weeks and only one course is offered at a time. NTEP instructors move from community to community, teaching courses in their area of expertise over the course of the year. An instructor is attached to each of the community based programs and responsible for several of the courses offered in that community. There is some movement of these instructors in and out of various communities to teach a module in another community or for preparation.

There are four modules in the fall term and six modules in the winter term. Once started each community follows a four year cycle. We heard that the very nature of the three-week modules

means that the content of the program is presented in a fragmented way, hindering the candidates' integration of the parts into an effective whole. Further, it limits the opportunities for students to be mentored by the faculty in a meaningful way.

Only in Iqaluit is there first-year cohort every year. The Iqaluit campus accepts entrants every year, while the community-based (CTEP) programs are begun when there is sufficient interest and continue for four years before a second cohort can begin. In the communities, high school students graduating in one year may have to wait more than five years to enrol in a program in their community or a nearby community.

In 2016-17, all instruction in NTEP outside of the courses in Inuktitut and Inuit culture continues to be in English. Like other courses in the current NTEP design, these courses are of three weeks duration only. Language learning for professional purposes cannot be achieved in three three-week periods spread over three years. NTEP graduates are expected to teach successfully in Inuktitut. However, all teaching methods courses are conducted in English without being connected to appropriate pedagogical strategies, curriculum, and professional language that will be required in order to teach in Inuktitut.

The Iqaluit program operates from the Nunatta campus of Nunavut Arctic College. CTEP programs are situated in community learning centres operated by NAC. Neither Iqaluit nor CTEP programs have a close relationship with the elementary or secondary schools beyond the required practicum experiences.

## Issues and recommendations

### *The survey*

We began our review process with a survey to canvass views on NTEP. Surveys designed by *Directions* were circulated by Nunavut Arctic College to a wide audience of respondents, including NTEP faculty and administration, prior NTEP students, and school principals.<sup>5</sup> The response rate for the surveys was surprisingly low. Although we do not know the reason for the low response rate, we did explore the question informally during the interviews. What we surmise from these interviews was that two main factors may have been responsible for the low response rate. One was a concern that *Directions* was acting on behalf of the NTEP administration, for which there was a lack of trust. A second was a general discontent, and even pessimism, about NTEP.

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<sup>5</sup> The surveys and the aggregated responses are provided in an Appendices B, C, and D.

Because of the low response rate we were not able to draw any strong conclusions; readers are invited to review the surveys and come to their own view. Our analysis of the responses to the survey identified a suite of issues, which we have enumerated below. We explored these issues in our interviews.

1) NTEP teachers

- i) Have entered the profession without an adequate understanding of what teaching entails to be a respected, successful teacher
- ii) Are not adequately prepared for their responsibilities,
- iii) Require significant support when they enter the classroom
  - (a) In managing their classrooms to ensure a safe environment,
  - (b) To acquire knowledge of a balanced literacy program,
  - (c) To acquire subject knowledge in core areas (mathematics, science, language arts)
- iv) Have not had much hands-on experience in classroom instruction in subject areas (especially literacy and numeracy)

2) NTEP instructors, hired on one-year contracts,

- i) Are not committed to the program. They fail to show up or show up late
- ii) Do not have sufficient preparation to take teaching positions in the schools for which they are preparing beginning teachers
- iii) Have low standards for the performance of students (possibly because they fear not being rehired) that give students a false sense of their preparedness for teaching.
- iv) Do not have sufficient material resources to conduct the program at the local level, requiring them to bring them when they are instructing
- v) Do not have sufficient notice of what they will teach so that they may prepare adequately

3) The NTEP program

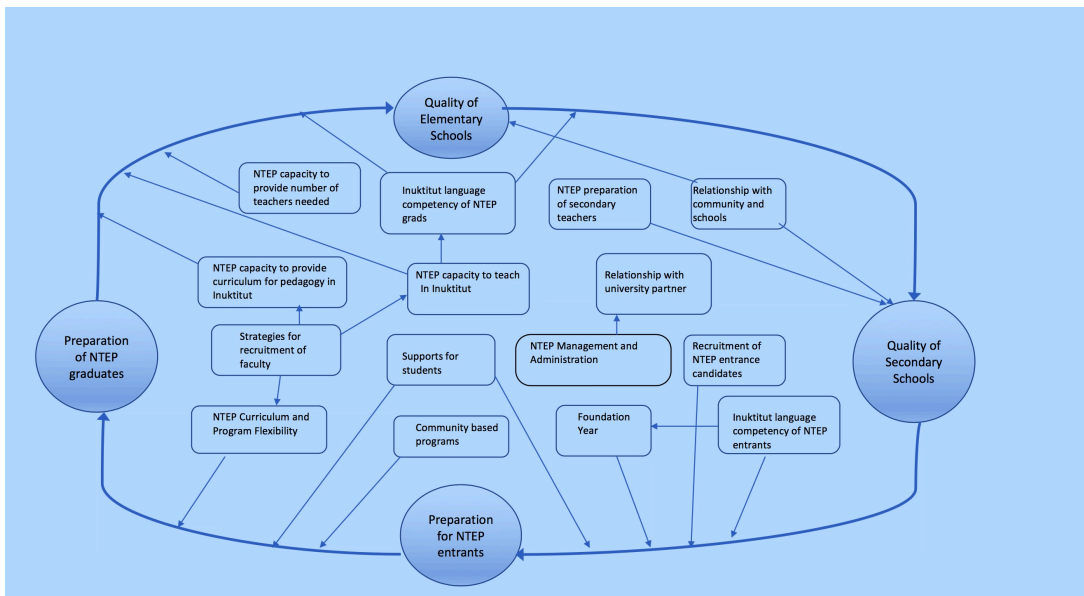
- i) depends upon the quality of graduates from the Nunavut School System who lack solid Inuktitut and academic skills and are, thus, insufficiently prepared for the challenges of university course material and standards of the program.
- ii) Has a problem of staff turnover.
- iii) Lacks coordination among instructors
- iv) Lacks coordination between the University of Regina and Arctic College
- v) Lacks support for instructors
- vi) Provides insufficient practicum experience for students to apply what they are learning in their course work.
- vii) Has an atmosphere of mistrust among the staff members.
- viii) Does not appear to review practices for the purpose of improvement

ix) Appears to have a leadership problem

### *The review*

We have proposed the metaphor of a dynamic deadlock to describe the challenges facing bilingual education in the Territory and the place of NTEP within the education sector and its challenges. The model, illustrated below, pictures a cycle of outcomes running from the schools to NTEP and back again. The Territory is – and is likely to continue to be - highly dependent upon NTEP to provide teachers for its schools, and NTEP is highly dependent upon the schools to provide the candidates who will enter NTEP and become qualified teachers for Territorial schools. Because of this essentially closed cycle the efficacy of outcomes in any point of the cycle will flow to the next, unless and until changes in the underlying determinants of outcomes are realized. In the course of our review we have identified what we found as the key underlying elements in NTEP that affect its primary outcome - the quality of its graduates. They are shown in the diagram, along with arrows that point to where in the cycle they are most apt. In what follows we consider these elements, offering observations and comments based upon our review and our consultations; we suggest where problems may lie, and offer recommendations for change.

**Figure 3: Dynamic Deadlock (Full Model)**



## *Bilingualism and NTEP*

We began this report with commentary on the primacy of the preservation of bilingualism for Nunavut. We pointed to the importance of a functional and fully bilingual education system for achieving the Territory's goals for bilingualism, and examined how the vitality and well-being of Inuit communities - politically, culturally, economically - is bound to the strength of its bilingual education in K – 12. We begin our review with considerations on bilingualism and NTEP.

NTEP's role in providing teachers who can serve bilingual education is critical. In the course of our review we have recognized several areas where NTEP's operations are linked to the Territorial goals of bilingualism and a bilingual education that encompasses Indigenous language and culture. These areas include: (1) NTEP's capacity to provide the number of Inuktitut speaking teachers needed, (2) the capacity of the NTEP program to provide teaching in Inuktitut, (3) NTEP's capability to provide a curriculum for students to provide them with cultural knowledge and an Inuktitut pedagogy, (4) effective teacher preparation for NTEP graduates, and (5) strategies for the recruitment of students into NTEP. We consider each of these in turn. To this list we might add, although it is not an element of our deadlock model, the extension of NTEP to include preparation of intermediate and secondary school teachers.

### *1. NTEP capacity to provide the number of Inuktitut teachers needed*

There was evident pride among many in the program in the preparation of the teachers for the schools of Nunavut, notwithstanding the many challenges noted. This pride was not limited to their performance in the classroom. As is the case with many such programs, its graduates are often asked to take on significantly greater responsibility in highly visible positions that one does not typically associate with a beginner in the field. When they do, they typically succeed whether it is in education or in other sectors. Respondents also pointed to the fact that many graduates of the NTEP remain in and serve the communities in which they grew and studied. This was often mentioned in the context of providing role models for students still in school, making an economic and social contribution to the local community, and ensuring the preservation of an Inuit perspective.

Nevertheless, there is a clear shortfall in the number of teachers that are completing NTEP's current program. It is useful to have some sense of the scope and the parameters of the problem here. As of March 3, 2016 there were 223 frontline education employees receiving language premiums. These included teachers, principals, vice-principals, assistant principals,



language specialists and student support teachers. As of June 30, 2016, the Department of Education estimated that 433 Inuktitut speaking educators were required to meet the language of instruction models, leaving a shortfall of 210.<sup>6</sup>

Table 3 provides information on the completion results for NTEP (and EATEP before it). For the past eight years, the average number of NTEP graduates per year has been 12. To even get close to meeting the aforementioned shortfall in a reasonable period of time is highly problematic. For example, to produce 150 new graduates in five years would require increasing the annual graduation rate to 30 per year, a 2.5 fold increase. And 150 new graduates is a gross figure; to address the shortfall requires additional graduates to replace those who retire or leave the teaching profession for other reasons.

<b>Figure 4: EATEP/NTEP Graduates Over Time</b>					
(Source: Department of Education, Government of Nunavut)					
<b>Year</b>	<b>Number of Graduates</b>	<b>Year</b>	<b>Number of Graduates</b>	<b>Year</b>	<b>Number of Graduates</b>
1985	1	1996	8	2007	18
1986	2	1997	8	2008	8
1987	4	1998	9	2009	1
1988	4	1999	5	2010	15
1989	1	2000	4	2011	4
1990	3	2001	12	2012	14
1991	1	2002	7	2013	6
1992	8	2003	18	2014	20
1993	4	2004	12	2015	10
1994	4	2005	12	2016	5
1995	8	2006	8	<b>Total</b>	<b>244</b>

Going back one step, the pool from which NTEP can primarily draw its entrants is neither wide nor deep. Entrance requirements for the NTEP program are a high school diploma with 65% in five core subjects including Math and English. The high school attainment rates among Inuit in Nunavut are the lowest of all three territories. In 2011, only 41.2% of aboriginals 16-64 in Nunavut had a high school diploma. Among aboriginals, these rates are also low compared to NWT (with 59.7% high school attainment) and Yukon (with 71.3% attainment) and with Canada

<sup>6</sup> Email from Jesse Jacobs, Department of Education to Charles Ungerleider, August 17, 2017.

as a whole (71.1% attainment). The secondary school graduation rate in 2015 was 33.7% with 208 students graduating. The low graduation rate severely limits the potential pool of students available for recruitment into the NTEP. (Source: Department of Education, Government of Nunavut).

Improving the graduation rate is essential to ensuring an adequate supply of Inuktitut speaking teachers to support the bilingual education objectives. Increasing the number of Inuktitut speaking teachers should also have a beneficial effect on retaining students in secondary school to graduation. If changes in the NTEP program can assist in fostering greater engagement by secondary school students in their education, there will be a double benefit for Nunavut: increasing the supply of potential teachers and the number of high school graduates. Although it is outside the mandate of the NTEP review, we urge that the Department of Education examine strategies being used in other Canadian jurisdictions to increase secondary school engagement and retention. Strategies being used include opportunities to earn post-secondary credit or apprenticeship credit while still in secondary school (dual credit) and a greater emphasis on career-related experiential learning for credit. Experiential learning in a teaching environment for secondary school students would provide ways of earning secondary school credit while having the opportunity to work in an elementary classroom or as tutors in a secondary school.

The reality of the gap between the needs of the education system and NTEP's current capacity to meet those needs has significantly shaped our report. The Territory acknowledges that the solution must be home-grown. This is especially true in light of the goal of 85% employment by Inuit; there is no likelihood that an infusion of teachers from outside the Territory is a solution. Further, a lasting solution, one that breaks the deadlock, is not to be found in the near term. Accordingly, we have cast our recommendations in two directions. We look to consider what interim, short-term changes (such as identifying unrealized recruitment potential in communities not served by CTEPs) may address the shortfall of entrants. And we position these short-term changes as transitional, leading towards changes that produce more lasting results.

- The Department of Education, Nunavut Arctic College and the University of Regina should consider ladder<sup>7</sup> certification opportunities in the near term as a means of increasing the number of Inuktitut speaking teachers in the schools. These include possibilities for ladder<sup>7</sup> certification to get fluent speakers into classrooms more rapidly, possibly in tandem with teachers needing to be able to use Inuktitut in teaching.

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<sup>7</sup> Ladder<sup>7</sup> certification – the sequential arrangement of discrete requirements where each 'step' in the progression provides a certificate for the work successfully completed and is a foundation for the next 'step.'

- The laddered language pathways to teacher education should situate language development in the community. This can be a language fluency degree or diploma that is a language credential to work in the schools and ladders to an education degree program. Such an approach would allow for a broad range of participation from community members and in incremental forms of certification in language and teacher education.
- NTEP (with its university partner) should develop broader entrance criteria that recognize/credit language fluency for prospective candidates.
- Salary structures should give greater recognition to the value of the Inuktitut speaking language specialist or teacher, and improved education leaves should be available to those currently employed in the school system in other roles who wish to become teachers.
- The options of educational leave and/or financial support should be explored as a means of attracting entrants into the teaching profession through NTEP.

*2. The capacity of the NTEP program to provide teaching in Inuktitut,*

*3. NTEP's capability to provide a curriculum for students to that provides them with cultural knowledge and an Inuktitut pedagogy;*

The observations concerning NTEP's capacity to provide teaching in Inuktitut, which affects the language proficiency of NTEP graduates, and the program's ability to offer a curriculum that inculcates cultural knowledge are much of a piece, and are best considered together. These issues associated with language are reflective of the views we heard about the goals of NTEP. There were many similarities among those with whom we talked about the goals of NTEP, and sometimes significant differences about the relative importance of particular goals. Almost everyone agrees that NTEP should prepare its graduates to be able to enter the profession in possession of the knowledge and skill that *beginning* teachers require in order to succeed, but what that means in practice differed among respondents. For some the priority was subject matter knowledge and/or skills in pedagogy. We found it noteworthy that, while preparation of beginning teachers in Inuit language and culture, and preparation for teaching in a bilingual and bicultural context, were often mentioned as a goal of NTEP, they were not necessarily given priority. Another goal that was identified was that teachers should be role models for the community and contributing members of the communities they serve. Fewer people explicitly

mentioned that NTEP graduates themselves were role models for Nunavut learners whose contributions - both social and economic - were important to the communities in which they worked and lived.

One informant – an experienced teacher educator – was emphatic that it was not possible to prepare bilingual teachers in a program in which the instruction was largely provided in English. For that informant, the predominance of English should, over time, give way to the predominance of Inuktitut as the language of instruction. For that to occur it would be necessary, if not sufficient, to prepare a cadre of experienced, Inuktitut-speaking teachers to become the teacher educators responsible for the conduct of NTEP and to orient the program more directly toward the preparation of bilingual teachers and to better reflect the North in its content and organization. Central to accomplishing these goals is to ensure that the instructors in the teacher education program possess the capacity to prepare new teachers to work in bilingual schools. “If the Government of Nunavut has decided that its schools will be bilingual, then the teacher education program has to do the work to support that.”

There is a tension between (1) the desire to prepare individuals to be effective teachers and have met perceived standards of teaching competence and (2) ensuring the twin goals of bilingual education for Nunavut and having a teacher workforce that is 85% Inuit. Some of the differences and tensions appeared to reflect philosophical differences and differing appraisals of the practicality or feasibility of the pursuit of the NTEP goals. Such tensions or differences are not unique to NTEP. All teacher education programs exhibit differences and tensions. Reduction in such differences and tensions as may exist is nonetheless desirable to ensure that everyone is working together for a common cause. The tensions should not be permitted to weaken the goal of graduating teachers with a language proficiency that enables them to teach in Inuktitut.

A number of means can be found for increasing the language competency of NTEP graduates. Some of these work to increase the NTEP capacity to teach in Inuktitut by increasing the recruitment of Inuktitut speaking instructors from within Nunavut and its communities. For example, the Report of the Office of the Auditor General of Canada to the Nunavut General Assembly (2013) emphasized the need for the Inuktitut speakers employed on letters of authority or as language specialists to have additional professional training in teaching, and to have opportunities for prior learning assessment and recognition for entrance or advanced standing in the teacher preparation program.

In addition, Inuit presently employed without formal teaching credentials in the schools for purposes of having Inuktitut speakers present and the teaching of Inuktitut language and Inuit culture should be a prime source of fluent Inuktitut speakers for the teacher education

program. A program of educational leave with financial support might enable many of these individuals to become formally qualified. This might be combined with a program whereby experienced K-12 educators (teachers and principals) with Master's degree credentials are recruited to teach part or full-time in the teacher education program.

Another measure to increase the Inuktitut language competency of NTEP graduates would be the creation of a separate, stand-alone Language Institute or Inuktitut Immersion Learning Place. NTEP could then engage the language institute in the preparation of teacher candidates in Inuktitut. NTEP could also work with community schools to establish dual credit programs in Inuktitut for secondary schools. A Language Institute such as this could have more far-reaching objectives. It could, for instance, establish programs to build competency in Inuktitut for persons outside the teaching profession who use their language skills in their work.

Finally, there is the issue of Inuktitut language competency of NTEP entrants. As we have noted before, a lack of Inuit teaching at the higher grades in secondary schools erodes students' capacity to use Inuktitut or Inuinnaqtun in academic work and makes students less capable of teaching in their language. To improve the academic preparation of students entering the teacher education program, the Foundation Year was introduced in 2003. The Foundation Year program is now offered in all community-based programs in addition to Iqaluit. The Foundation Year tries to ensure that NTEP students have the academic capacity to undertake the teacher education program. The Foundation Year precedes the four-year B.Ed. program and is a prerequisite for most students. While we will have more to say below on the Foundation Year, we note here that the Foundation Year program is taught exclusively in English and is not presently designed to improve students' command of Inuktitut for teaching purposes. The language capabilities of entering students affects their chances of functioning and, more importantly, teaching in Inuktitut. The NTEP program cannot build the bilingual capacity of its teaching force without attention to the bilingual capacity of its entrants.

These considerations lead us to offer some observations and comments on two areas that are closely related to questions about NTEP's capacity for providing teaching and curriculum. One has to do with the recruitment of faculty for the NTEP program, the other with models for Indigenous language teacher education.

Many faculties of education in Canada recruit experienced school educators (usually with an M.A. or M.Ed.) into pre-service faculty positions. Typically, these are term appointments of two or three years. Such appointments are facilitated by an arrangement with the educator's employing school board that permits the teacher or principal to maintain her or his school board salary, benefits and pension entitlements while working in the university setting.

For many years Nunavut had few Inuit teachers with post-graduate degrees. At least two classes have now graduated from a Nunavut specific program from the University of Prince Edward Island with Master's degrees in Educational Leadership. This program had 23 graduates in 2009 and another 13 graduates in 2013. Our team also encountered NTEP instructors who were pursuing graduate degrees with the University of Regina and Trent University. Recruitment of instructors for NTEP currently appears to be completely through a posting process on the Nunavut Arctic College and Government of Nunavut websites, and through word of mouth.

It is the view of the review team that Nunavut's current teaching population should be canvassed to determine who might have the qualifications and experience required to be a successful teacher educator, and to determine if there are current teachers interested in becoming qualified. The search might well be extended to consider artisans, skilled tradespersons, and others who might be candidates for a certification program that would have them qualify as instructors. Such an inventory would enable the Department of Education to determine the potential for a cadre of community based teacher educators, and whether cross-appointment arrangements, leaves, or other supports would be necessary to realize community based programs led by experienced Nunavut educators. The University of Regina and UPEI should be involved in discussions about their requirements for instructors in their programs in Nunavut and the possibility that outstanding educators without advanced degrees could be employed as adjuncts on a short-term basis.

There must be a thorough discussion with the university partner(s) about the appointment, assignment and supervision of instructors in NTEP. Circumstances in Nunavut may require that instructors are able to teach more than one course, or that instructors collaborate with one another to deliver and assess courses at a distance. Finding solutions to those issues must involve Nunavut Arctic College, the Department of Education and the university partner.

On a side note, we learned that the program has been encouraged to incorporate "facilitation" into its operations. Facilitation refers to a process in which a lead instructor works with community-based instructors to conduct the course for which the lead instructor is the "instructor of record" at the University of Regina. Lead instructors provide the subject-matter knowledge and instructional expertise required by the University of Regina. Instruction in the community-based programs is 'facilitated' by instructors who are not specialists in the area and who have not been approved by the University of Regina, NTEP must be careful that when co-teaching or evaluation is delegated to on-site facilitators (especially in the community-based programs) the instructors meet the standard that the university partner expects.

Recruitment of teachers from southern Canada is not likely to cease entirely. NTEP and Arctic College should develop an orientation and acculturation program for NTEP faculty who come from away. Incentives could be offered for instructors trained outside of Nunavut (and for others as well) to learn and improve their Inuktitut.

Maintaining the strength of the faculty cohort is not only a matter of recruitment, professional development is required as well. We were told that opportunities for planning and for cultivating a peer-support network among instructors were more frequent in the past. In recent years, such opportunities have been offered infrequently and, according to a number of respondents, actively discouraged. NTEP should revive its professional learning programs.

- NTEP should develop and regularly assess a language strategy that takes into consideration government directives, community needs, and NTEP goals. Recruitment, teaching, curriculum (content, scope, sequence), and core competencies of language teachers should be framed in accord with this strategy.
- With partner universities, NTEP should establish criteria and standards for instructor recruitment that recognize the importance of Inuit language and cultural knowledge as well as academic attainment.
- NTEP should collaborate with the University of Regina and with other NAC programs and faculty with expertise in Inuktitut language curriculum development and teaching to lead curriculum redesign that is inclusive of Indigenous language and culture.
- NTEP should collaborate with experts from NAC to provide professional development to instructors and staff to integrate appropriate language pedagogies and cultural knowledge into classroom and service interactions.
- Nunavut's current teaching population, artisans, skilled tradespersons, and other relevant occupations should be canvassed to determine who might have the qualifications and experience required to be a successful teacher educator, and to determine if there are current teachers interested in becoming qualified.
- Teachers prepared outside of Nunavut may still be needed for some time and should be required to become familiar with Inuit culture and should be encouraged to learn Inuktitut.

With respect to the question of teacher education models, there is relevant work being done on models of Indigenous language teacher education in other parts of Canada. Several institutions across Canada are offering a range of programs or coursework to assist students to learn their language and/or lead to certification of Aboriginal/Indigenous language teachers.

Outside of Nunavut, pathways to language revitalization-focused teacher education continue to evolve. These pathways are intended to elevate the status of language and cultural teachers, shift language instruction models in schools (e.g. increasing the number of immersion schools, teaching language courses in secondary school) and to create stronger community-based partnerships between Indigenous communities and post-secondary institutions. (McIvor, Rosborough, McGregor, 2017). The Faculty of Education at the University of Victoria has developed a pathway with ladderized credentialing over four years. This Bachelor of Education in Indigenous Language Revitalization (BEDILR) begins with a Certificate in Aboriginal Language Revitalization, followed by a Diploma in Indigenous Language Revitalization in the second year, allowing them to undertake language revitalization and maintenance projects in their communities. The third year of the program results in a Developmental Standard Teaching Certificate, allowing students to teach an Indigenous language in schools for up to four years. The final year of the BEDILR program culminates in a Bachelor of Education, entitling graduates to teach in their language across the K-12 curriculum or in English. The full report is available at [https://www.uvic.ca/education/assets/docs/EDUC\\_5000\\_BEDILRevalReportV6OUT\\_web.pdf](https://www.uvic.ca/education/assets/docs/EDUC_5000_BEDILRevalReportV6OUT_web.pdf)

Presently in Nunavut, government services and communications are provided in English, Inuktitut and Inuinnaqtun. Print communications are not localized to the local dialect at the community level. For education purposes at the secondary and post-secondary level, a standard from of Inuktitut/Inuinnaqtun would be useful. Dialect specificity would be counter-productive to the goals of bilingualism held by the territory. The citizens of Nunavut – children, youth and adults – live in Nunavut, Canada and the world and must be able to participate educationally and economically in an increasingly globalized world.

- NTEP/NAC should work with community (education and other), institution and government partners to support Nunavut language policies and strategies.
- NTEP should collaborate with Nunavut Arctic College programs and faculty with expertise in Inuktitut language and Inuit culture to establish locally-based community programs committed to community language development.



- Invite community members and language speakers to support teaching and learning through mentoring, co-teaching and curriculum planning. This could be done cooperatively among the NTEP program, the local school and the community.

#### *4. Program design for effective teacher preparation*

We did not assess the academic, linguistic, or instructional proficiency of either current NTEP students or NTEP graduates. Our review focussed on curriculum and program components. We were informed, however, that the course-to-course performance of NTEP students was more inconsistent than the performance of students at the University of Regina's own campus and that NTEP students were more likely to fall below the 65% minimum average than students at the Regina campus. Inconsistencies in performance were attributed to absences from one of the modular, three-week classes.

The perception that some graduates were unable to fulfill their responsibilities as beginning teachers was expressed in the comments made by some principals. In addition, some respondents who had instructional responsibilities in NTEP said they perceived pressure to lower standards for some students. Whether perception or reality, questions about the competence of graduates diminishes the reputation of the program and of its graduates.

Philosophical tension among informants with regard to standards was evident. Some informants expressed the view that students whose performance was marginal should be given "the benefit of the doubt" and passed. Others articulated a different view. For them acceptance of marginal performance was deleterious to the individual's likelihood of success as a teacher, to the students whom that individual might teach, and to the integrity and reputation of NTEP and to the schools of Nunavut.

Turning to the issues of curriculum and program, we note that the core of the current NTEP program is the array of courses used by the University of Regina in its Bachelor of Education program for elementary teaching. NAC has added courses in Inuktitut, Inuit culture and ecology that are accepted as transfer courses by the U of R.

What appears to be missing from the NTEP curriculum (based on an examination of the course outlines) is a strong emphasis on Inuit culture and experience across the traditional education curriculum of University of Regina. Teacher education programming must place much greater emphasis on the use of Inuktitut and Inuit culture in teaching. Both the curriculum and the courses should be reviewed to ensure that they are appropriate for the cultural and linguistic context of Nunavut. There appears to be little that emphasizes the use of Inuktitut in teaching

in the methods courses. The successful teacher graduate must have language skills and competencies that are used to write lessons, assess learning, conduct lessons (questions, prompts) and communicate with parents and colleagues in the language(s) of instruction. Methods courses require adaptation for those who will teach in Inuktitut or Inuinnaqtun. Such adaptation will require the engagement of the U of R and of experienced Inuit educators with language fluency for teaching.

The Department of Education is currently developing curricula and resources with a Nunavut contextual foundation. NTEP should be using these curricula and resources within its program. Because teachers prepared outside of Nunavut may still be needed for some time, these teachers should be required to become familiar with the new curricula and resources and Inuit culture. They should also be encouraged to learn Inuktitut.

Opportunities to observe and assist in classrooms are an important part of engaging those who would become teachers. These opportunities are a necessary component of connecting classroom learning (in methods and child development, for example) with actual teaching situations. The present design of the NTEP program places significant emphasis on the internship component in year 4, but does not appear to have significant active, school-related practical experiences in the first three years of the professional program. More experiential learning in the classroom throughout the teacher education program can help students apply their learning and can assist in building their interest and engagement in the profession. Experiential learning is a practice consistent with other teacher education program specifically designed for Indigenous students where they observe and teach in years prior to their professional year, building a relationship with the community as they develop their abilities and their knowledge of the curriculum.

In most colleges and universities students complete 120 credit hours of coursework over a four year period. Courses are typically arranged in quarters or semesters. In the former arrangement, the school year is divided into four quarters of ten weeks duration, including a summer break. In the semester system, the year is divided into three sessions of 15 weeks, including a summer break.

In institutions operating on the quarter system, students typically enroll in 10 courses distributed over three of the four quarters. In institutions operating on the semester system, students distribute their 10 three-credit courses over two of three semesters.

Classes in the semester system are typically held for three hours every week (often one hour on Mondays, Wednesdays and Fridays and 1.5 hours on Tuesdays and Thursdays). In the quarter system, students attend any given class for two days each week for two to four hours.

The distribution of typically ten three-credit courses over two semesters or three quarters affords students the opportunity to digest course material and to reflect upon what they have learned in class and what they have read between classes.

NTEP courses by contrast are organized into stand-alone (single course) three week units, resulting in lost opportunities for reflection and connection of material across courses. One informant put it succinctly: “You cannot develop the depth of understanding in a course compressed into three weeks that you can when the course is offered over an entire semester.”

The three-week structure is inappropriate in general but devastating when applied to the building of fluency in Inuktitut. Fluency is required to achieve the goals of a bilingual education system – and fluency at a professional level is unlikely to be developed in three courses of three weeks duration distributed over four years.

The three-week structure also has a deleterious effect on student retention and success. Absence due to the illness of a student or family member requiring care results in a magnified loss of learning when compared to a full-semester program. Three days in a 15 day course represent a loss of 20%, where three days out of 45 is a loss of only 6.66%. There are limited opportunities for students to make up lost time. The review team heard that while some students were permitted to use an action research project to make up lost time, others arranged make up a course in Iqaluit or another community, and others simply became discouraged and dropped out of the program. Students should not lose their opportunity to complete the NTEP program because life events (illness of self or child, death in the family) interfere with their studies.

The three-week model appears to offer NAC maximum flexibility at an unacceptable cost to the program’s effectiveness for its students. The review team has limited knowledge of the challenges of scheduling the program in Iqaluit and the communities, but suggests that consideration be given to offering groups of courses in longer blocks (four courses over 12 weeks, three courses over nine weeks, two courses over six weeks) in order to optimize learning and the use of faculty resources.

The review team is also of the view that every NTEP candidate should experience some learning in a setting other than their home community. Effective teachers perceive themselves to be part of a task that goes beyond one’s own school and one’s own community. The review team understands that there is a facility in Clyde River with dormitories that could be used to host some shared learning experiences for students from various communities as part of the NTEP program.

- NTEP/NAC, the Department of Education, the University of Regina, perhaps with other potential partners, should work together to redesign the program in order to ensure a greater emphasis on Inuit culture and language, and to optimize opportunities for experiential learning, reflection and connections between courses in the program. Courses that are developed may also be made available to practicing teachers to increase the available curriculum resources in Inuktitut.
- Course timetables should be reconfigured to provide for longer duration, larger student cohorts.
- There should be opportunities for NTEP candidates, NTEP instructors and Nunavut educators to pursue conferences, courses and additional studies at partner institution locations.
- Community based courses should be combined with regionalized programs to extend length of courses and opportunities for learning outside of one's home community.
- NTEP and NAC should work with partners to develop post-graduate opportunities (Master of Arts in Teaching, MA in Educational Leadership).
- The delivery of or capability regarding blended (on-line + face to face) learning should be improved.
- NTEP should create academic transition or support experiences aligned with current NTEP course curriculum and appropriately sequenced. This can include writing for the profession, math symposia linked to cultural experiences, preparing for assessments, summer intensives.

### *5. Recruitment of students into NTEP*

The recruitment of candidates for entry into NTEP has both a dimension of quantity - can there be sufficient candidates to meet the needs for new teachers – and quality – will these candidates become graduates who are academically and linguistically qualified teachers. In our discussions of the Foundation Year (below) we note the entrance requirements for NTEP and the role of the Foundation Year in providing preparation for post-secondary studies for those students not adequately prepared by secondary school, or those who have been away from academic studies for a period of time. A number of informants, referring to regional differences

in the academic and language preparedness of students to enter the program, believed that it was difficult to prepare uniformly qualified teachers in communities where the pool of applicants to NTEP was small and where potential applicants exhibited wide differences among them in terms of fluency in Inuktitut and English, and in academic preparedness for entering the program. The Foundation Year Program was seen by many as essential to reducing the gap between the more able and the less able students, but was also acknowledged to be insufficient for some students who despite deficiencies were granted admission to the program because of pressure to increase the number of Nunavut teachers. A similar perception prevailed about students who did not perform well in their coursework, and about the pressure some staff perceived to lower standards so that they might continue in the program.

By and large, the long-term resolution of concerns about quantity and quality of candidates for entry into NTEP must come from strengthening the K – 12 schooling. There must be a larger pool of candidates to become teachers. This means that recruitment must reach into and across the communities in the short term, and that secondary school success (graduation and level of attainment) must increase in the long term. We have indicated that these are outcomes that will result through adopting recommendations that will break the deadlock. In the short- and intermediate-term there are measures that can be established.

- NTEP should develop a focused recruitment strategy with a community. Such a strategy would have NTEP engage with a potential community for several years prior to establishing an NTEP center. This would allow potential students time to prepare and would have NTEP generate strong community relations by holding information sessions in community over several years, sending letters to students and parents, and engaging in partnership activities with schools. Early identification and partnership can motivate potential students to academically prepare for teacher education through appropriate coursework. While this may not be a short-term solution, it can work for the intermediate-term.
- Potential NTEP candidates may also be found among fluent speakers of Inuktitut working in the community as language specialists, counsellors, early childhood educators or other community leaders. Referring back to the Table 2 on NTEP cohorts, we were curious about the absence of some larger communities from this list: Baker Lake, Cambridge Bay, Gjoa Haven, Igloolik, Kugluktuk, and Pangnirtung. We would recommend that NTEP explore whether there are potential candidates for recruitment in these communities, despite the absence of CTEPs.
- There may be Inuktitut speakers in other professions or instructing in Inuktitut in other Nunavut Arctic College programs who could be attracted to K-12 teaching.

- Secondary school students who are interested in becoming teachers could have opportunities to earn credit in elementary classrooms through experiential learning programs.
- An active prior learning assessment and recognition program should be established for potential candidates with previous related experience and relevant skills.
- The College should explore the potential for Nunavut Sivuniksavut as a potential source of candidates.
- An NTEP alumni network should be developed and supported. Cultivating an active alumni support network will encourage alumni to assist in the identification and recruitment of potential program applicants. We learned that some networks have been created on an informal basis among some of the graduates. Notwithstanding the lack of formal attention to the use of an alumni network, former graduates were instrumental in helping stimulate interest in the program when the program made its major expansion to new communities.
- Beyond recruitment, an alumni network that is welcoming and inclusive would make a substantial contribution to fostering a community spirit. More experienced teachers can mentor and nurture less experienced teachers. By helping beginning teachers to develop through observation and practice, such a network fosters collegiality and a sense of working together for common purposes.
- Because foundation programs, as well as access and bridging programs, are a necessary means for students to access teacher education by attaining the required admission qualifications, such programs should engage in active recruitment of students to teacher education. This should be done through early exposure to career activities, career information, assistance with application, and relevant coursework that links to teaching.
- There should be opportunities for dual credit for Inuktitut in secondary school.

#### *6. Preparation of secondary school teachers*

For the commitment to bilingual education to be met there must be a larger pool of candidates to become teachers. This means that recruitment must reach into and across the communities in the short term, and that secondary school success (graduation and level of attainment) must

increase in the long term. NTEP has largely been successful in increasing the numbers of Inuit teachers in the primary grades. The Education Act 2008 and the commitment to bilingual education in the territory make it necessary to have Inuktitut/Inuinnaqtun speaking teachers at the secondary level as well as in elementary schools.

The current program of NTEP is focussed on preparing teachers for Kindergarten to Grade 6, with some options available for those interested in teaching Grades 7-8. As it is in other places, preparing teachers for the intermediate and secondary school levels requires candidates with university courses in the teaching subjects. NTEP does offer a BEAD (Bachelor of Education after Degree), but we heard little if anything about the take-up on that option. The absence/scarcity of Inuktitut speaking secondary teachers makes the achievement of a fully bilingual education in the higher grades much more difficult (Department of Education and Nunavut Artic College, 2006). Qalattuq also recommended the development of a teacher education program for vocational or trades teachers that has not materialized. For Nunavut, it may make sense to develop joint programs between NAC and the secondary schools for trades preparation.

Preparing Inuit candidates for secondary school teaching may require further partnerships and program elements, but should be considered now in order to plan for the future. We note that the University of Regina program does not include preparation for teaching at the secondary school level.

The lack of curriculum materials in general and for the higher grades in particular, is a compounding impediment to a fully bilingual education. To realize the goal of training secondary teachers, students will need access to university courses in secondary school subjects. This is not presently available as part of the NTEP program.

- The NTEP program should expand to include preparation of teachers for intermediate and secondary school levels.
- Future teacher education programming for secondary schools must also emphasize the use of Inuktitut (where practical) and Inuit culture in teaching.
- Partnerships should be explored that could lead to preparation programs for secondary school certification. (Possible partnerships: Dalhousie, Nunavut Sivuniksavut (Algonquin College/Carleton University), University of Prince Edward Island).

- The Department of Education and NAC/NTEP should explore partnerships in addition to the University of Regina to provide a route to teacher certification for experienced tradespersons. Such certification could benefit both NAC and the schools. If demand for their services is limited in each of NAC or the secondary school, joint programming possibilities should be explored.
- NTEP should explore the potential of a specialized teaching certification program for persons in the trades and technology sector. This may be initially pursued as a partnership with another faculty of education.

### *Student and community relations and NTEP*

In addition to considerations on NTEP's role in bilingual education in the Territory, our review has identified several other elements that are critical to positioning NTEP to prepare strong graduates for teaching. Broadly speaking, there are (1) factors that provide financial, social, and academic support to students, (2) factors that foster strong relations with the communities, and (3) factors that foster strong relations within NTEP; factors related to internal administration and management.

#### *7. Student Support*

We heard from a number of respondents that lack of financial supports was a barrier to successful completion of the NTEP. The government provides support for students pursuing post-secondary studies through Financial Assistance for Nunavut Students (FANS), a program designed to mitigate the financial demands that the pursuit of post-secondary education places on students. By its own admission, FANS helps to offset the costs of a post-secondary education, but does not provide for all of the costs of a student's post-secondary education (<http://gov.nu.ca/family-services/programs-services/financial-assistance-nunavut-students-fans> and <http://gov.nu.ca/family-services/programs-services/financial-assistance-nunavut-students-fans#TAA>). FANS support has recently been increased, and is now estimated to cover 85% of post-secondary costs. While FANS is not available to support the Foundation Year, financial assistance is available under the ALTS (Adult Learning and Training Supports) program.

Beyond financial support, the lack of other supports such as child care or housing support played a role in limiting participation in NTEP. For example, we heard that students may be reluctant to locate to Iqaluit for fear that their absence for their home community will cost them or their family their housing support. A number of respondents also mentioned that



personal circumstance is another of the factors that interfere with program completion. The expectation that students will take part in family or community cultural events, child birth or parental responsibilities, and illness of the student or of family members meant that program interruptions would often occur. In particular, in community-based programs the structure of the NTEP three-week course modules is not well suited to accommodating absence from the program. With a three-week course structure, even absences of a brief duration can disrupt a program of successful study. Program flexibility for students should be understood as another type of student support.

- Student support should be understood as an affirmation of Inuit values and culture, as well as a practical means to ensuring greater success.
- The Foundation Year is a critical element in the strategy to prepare students for the academic and language demands of post-secondary studies in NTEP. Adequate funding must be available so that Foundation Year study is not a barrier to enhancing the academic preparation of individuals who might consider teaching.
- A Nunavut strategy to promote further education and to prepare Inuit for full participation in employment must address issues of housing and child care that inhibit the pursuit of further education, including NTEP.
- There must be support for NTEP students whose work is interrupted by family events or illness, so that the investment made by the student and the program is not lost.
- Consideration should be given to offering housing guarantees for those who leave their communities to study in Iqaluit.
- Academic support structures should be available to all students. We heard that tutoring support for student encountering difficulty with their course work was available in Iqaluit, but not available to students in community-based program who encounter difficulty. To paraphrase one respondent: A hard working student in the Iqaluit program who needs assistance will get help, but that tutoring assistance is not available in the community-based programs; if you encounter difficulty, you are going to fail.
- Another example of academic support is enhanced opportunities for distance and blended learning. The provision of distance and blended learning would be a more efficient and effective means of providing specialist instruction and support, and linking students in geographically dispersed communities with one another. Being able to

provide such opportunities depends on having sufficient internet band width to provide full audio and video connections.

- Oversight of student progress, and especially students at risk of exiting the program, should be instituted. NTEP should adopt a case management approach with oversight from NTEP staff, NAC and the University of Regina.

#### *8. The Foundation Year*

In addition to providing programming over such a vast area, another of the challenges facing NTEP, one that both our respondents and observers writing about Nunavut have remarked on, is the relatively poor academic readiness of students entering the program and the subsequent academic performance of the students enrolled in the program (Macpherson, 1991; Clark, 2004). Student ability has an impact on both recruitment into the program (Berger, 2017) and student retention in the program (Clark, 2004; Aarluk, 2005).

The knowledge and experience that Inuit bring to NTEP that is different from the knowledge and experience of students who enrol in teacher education programs in southern Canada. Although NTEP is designed to prepare teachers for the schools of Nunavut, the admission requirements for the program are not very different than those that apply elsewhere in Canada, except that applicants must pass a test in Inuktitut. Proficiency in Inuktitut for instructional purposes is neither required nor explicitly cultivated in the program. As is the case in other teacher education programs, applicants to NTEP must have successfully completed Grade 12 with a minimum of 65% average in five core subjects and pass tests in English and Mathematics. Applicants who are 21 years or older who do not meet NTEP requirements are eligible for admission if they earn a mark of at least 65% in Inuktitut, English and Mathematics.

There are indications by some stakeholders that we talked with that Inuit students are under-prepared for post-secondary education, and more specifically the NTEP program. A few stakeholders observed geographical difference in terms of knowledge and experiences that Inuit learners bring to the NTEP program. It was suggested that students in the eastern Arctic are more likely to speak the language and be mature students, whereas students from western Nunavut regions are seen to be stronger academically but less likely to be proficient in Inuktitut. The implication is that some students require academic preparation through bridging or foundation programs offered prior to their entrance to NTEP or through specialized summer programming. Applicants whose prior preparation is not regarded as adequate for direct admission to the program must successfully complete a Foundation Year with an average mark 65% in order to enter NTEP.

The lack of student preparedness is situated within historical and contemporary experiences with K to 12 schooling, where transitions from Inuktitut to English, irrelevant curriculum and teaching approaches marginalize Inuit students, and teachers who lack knowledge and understanding of Inuit ways of knowing and student experiences are barriers to their success in schooling.

It is certainly not unusual for Indigenous students entering post-secondary programs to be at a disadvantage as a result of systemic social, economic, and educational factors that play out in their lives. Their level of academic preparedness has implications for student participation and completion. There is deficit thinking towards students who are seemingly unprepared in the academic subjects of Math, English, and Sciences. Students may be seen to “not measure up” or simply “not prepared.” Mature students returning to school may require supportive academic measures during their NTEP programming such as tutoring, counselling, and modifications to the curriculum to accommodate for their needs. Even the NTEP students remarked on their knowledge base citing irrelevant K to 12 curriculum and ‘social promotion’ as factors that impede on their success.

This lack of preparedness in turn impacts NTEP students once they receive certification, whereby NTEP faculty and staff, as well as potential employers (e.g., Principals) and public question their ability to teach academic subjects once in the classroom. It was expressed that students with a strong knowledge base going in to the program will experience greater success as a teacher. While many stakeholders expressed great pride in NTEP graduates, there was concern for the quality of NTEP teachers who are not prepared to teach due to perceived inadequate academic preparation prior to and during the program.

As it currently stands, the Foundation Year provides academic upgrading, but not language development. In our view the Foundation Year options should reflect two kinds of needs: academic upgrading and the development of Inuktitut fluency to a competency suitable for teaching in the language. As noted above, the review team heard that in the western part of Nunavut, secondary school graduates had poorer language skills in Inuktitut or Inuinnaqtun but were often more solidly prepared in the academic subjects than their counterparts from the eastern regions. Some interviewees suggested that for those from western Nunavut, a year of intensive language instruction should replace the Foundation Year.

- The Foundation Year should be seen as a recruitment tool, and particularly a means for addressing the need (noted above) for NTEP to meet the number of teachers required by the Territory. For example, where there are classroom/teaching assistants or

members of the trades who had not graduated from high school they could enter the teacher education program based through the Foundation Year by building their academic preparedness, especially in Math and English.

- The Foundation Year should provide teacher candidates with academic, cultural, and personal supports that foster success. NTEP should create academic transition or support experiences aligned with current NTEP course curriculum and appropriately sequenced. This can include writing for the profession, math symposia linked to cultural experiences, preparing for assessments, summer intensives.
- The Foundation Year program should address the development of sufficient fluency in Inuktitut for teaching purposes as well as academic upgrading in preparation for post-secondary studies.
- The Foundation Year program should be flexible so that its activities and curriculum can be custom-designed to the needs of the candidate. This should address the concern that entrance candidates will have different degrees of academic and language preparation. It would also address the differences between younger and mature learners.
- The Foundation Year should be flexible over time. The initial set-up of the program can be expected to change as future high school graduates may not need a foundation year in the same way.

### *9. Strengthening relations with the communities*

The geographic dispersion of the program in small communities at a significant distance from Iqaluit makes scheduling courses and staffing significant challenges. In these small communities NTEP offers the program in a 4-year cycle, organizing a single course over a three-week period. Communities are at different points in the program. Community A might be in the first year of the program, Community B in the second year, Community C in the third year, and Community D in the fourth year.

For the most part, instructors are present in a community only when they are teaching because they must be deployed to another community to teach the same course or another course in their area of expertise in that location. The scheduling and deployment of instructors is affected by the fact that the pool of qualified personnel from which temporary, contract staff can be drawn is smaller in Nunavut than in many other places. It would be difficult, if not impossible,

for NTEP, given its present structure and organization, to offer programs in smaller communities without contracting with instructors who must move from one community to another. However, this structure creates a discontinuous relationship between students and instructional staff. A large turnover of instructors from term to term or year to year also requires instructors new to the program to be oriented, adding to the discontinuity. There are also high costs of travel and accommodation.

Two consequences of these challenges are that scheduling of courses often occurs at the last minute and approval of staff appointments from the University of Regina often occurs just prior to the commencement of the course. Program stability is not helped by this, and it does serve well for relationship between the program partners. Notwithstanding that the University of Regina is cognizant of the challenges of offering NTEP in smaller communities, the staff at the University of Regina find these practices frustrating and, on occasion, have interpreted such occurrences as a disregard for the University's regulations and procedures and the part they play in the University's quality assurance process.

The structure of the community-based programs does not work to the advantage of students. We have commented earlier that three-week courses are not desirable. Ten three-week courses make up a school year, limiting student opportunities for reflection and posing significant challenges to students who must be absent. If a student does not successfully complete a course in one year, her progress in the program may be interrupted. For example, if students have been ill or have family obligations that make them absent for three or four days, they have missed approximately 1/3 of a course. As well as missing classes, if they have been unable to keep up with the reading or assignments during their absence, they are at a significant disadvantage as learners. Moreover, if that absence prevents the successful completion of the course and the course is a prerequisite to or precursor of a later course, their progress in the program is in jeopardy. This will be particularly problematic when the program cycle means that the course is not offered again in that location for some years.

We learned about two responses to situations in which successful course completion was imperilled. Some instructors said that they felt pressure to, or felt obliged to, reduce the standards in their courses to enable a student to complete courses and maintain the program sequence and rhythm.

We also learned of another response, one where that program staff organized an action research course for students who had not completed courses. In the action research course, students would learn research methods that they could apply to the course content they had

missed. Students who had successfully completed the action research were credited with having passed the course that they had not completed because of their absence.

We appreciate the need for community-based programs. We know that some students need to remain in their community for many reasons, and that others would be reluctant to relocate to, say, Iqaluit for the program. Several ways to restructure the programs are possible. The incorporation of some community-based expert teachers into the instructional faculty at the community level would permit courses to continue over a longer period than the three weeks. For example, two courses could run concurrently for six weeks, or three for nine weeks. Alternatively, a community based instructor who is a teacher in the community school system could teach in NTEP one day a week for a full year or a full semester, with smaller modules being organized around that course. Another possibility would be to create a faculty position of a “teacher-in-residence” who would live in the community, would teach a course or courses scheduled on a “full-term” basis, and take on administrative responsibilities for the community-based program. It would be possible, in such a model, to identify “core” B.Ed. courses that would be taught by the “teacher-in-residence,” and non-core courses that could be taught by interim, “fly-in” instructors or on-line.

During the review we heard that prospective teachers in Nunavut have deep attachments to their home communities. These attachments (family, extended family, spousal employment) are a driving force behind the establishment of the community-based teacher education programs.

However, the review heard little about the relationship between NTEP and the schools, the DEAs and other NAC programs at the community level beyond the fourth year internship and limited practicum experiences. NTEP programs in the community are presently housed in NAC’s Community Learning Centres and not in K-12 schools. It is almost as though the NTEP program is “dropped in” to the community without establishing links to the community. In our view the NTEP program would be stronger, more relevant and more engaging if there were more active collaboration with principals, teachers and DEAs. This would create opportunities for cross programming between the schools and NTEP.

Three of our observations and recommendations have been noted already, in the section on NTEP’s capability to provide a curriculum for students to provide them with cultural knowledge and an Inuktitut pedagogy. We note them again.

- NTEP/NAC should work with community (education and other), institution and government partners to support Nunavut language policies and strategies.

- NTEP should collaborate with Nunavut Arctic College programs and faculty with expertise in Inuktitut language and Inuit culture to establish locally-based community programs committed to community language development.
- Invite community members and language speakers to support teaching and learning through mentoring, co-teaching and curriculum planning. This could be done cooperatively among the NTEP program, the local school and the community.

In addition, strengthening relations with the schools could draw upon community resources to strengthen NTEP:

- Opportunities should be developed for experienced teachers to take on roles within the NTEP program.
- Experiential (co-op) learning opportunities for credit could be developed for secondary school students working as tutors or assistants in elementary schools.
- Cross-appointment opportunities (secondments or loans) should be developed to enable experienced educators to work full or part-time within the NTEP program.
- There should be more active experiential learning roles for NTEP students in the schools (extracurricular opportunities, tutoring, etc.).
- There should be cross-appointment/cross-assignment protocols developed among the Department of Education, NAC, the DEAs, Nunavut Employees Union and the Nunavut Teachers' Association, along with education leave provisions that would permit non-teacher employees to pursue teacher education.

Building closer functional relationships between community schools and the NTEP program was a recommendation in *Qalattuq: Ten Year Strategy from 2006-2016* as well. While there may be space limitations in some schools that would not permit co-location of NTEP programs within the school building, more active, strengthened relationships could improve the quality of candidates' professional learning, provide opportunities to engage those teaching in the schools in teacher education, and improve the quality of learning for K-12 students and candidates.

### *NTEP management and administration*

Our observations and comments regarding NTEP management fall into two categories. First, we heard a great deal about the relationship, both past and present, between NTEP and the University of Regina. Second, we heard even more about the managerial and administrative relationships within NTEP. We take each up in turn.

The University of Regina has a relatively lengthy history in working with and in Indigenous communities. In addition to its partnership with Nunavut Arctic College for the provision of NTEP, it offers the Saskatchewan Urban Native Teacher Education Program (SUNTEP), the Northern Teacher Education Program (NORTEP), and the Yukon Native Teacher Education Program (YNTEP). One informant described the University of Regina's involvement in such programs as central to its identity as a Faculty of Education.

NTEP operates within the framework of the formal relationship between Nunavut Arctic College and the University of Regina and the program approval process of the Saskatchewan Professional Teachers Regulatory Board. NTEP students are admitted to the University of Regina's teacher education program, a program that has been approved by the University, earning credit toward a degree that the University of Regina confers on students who have successfully completed the teacher education program.

Teaching in Saskatchewan is a self-regulated profession meaning that the Saskatchewan Professional Teachers Regulatory Board has the authority to issue licenses to teachers and to discipline them. The Saskatchewan Professional Teachers Regulatory Board also accredits teacher education programs such as the one at the University of Regina. Students who successfully complete NTEP are eligible for certification in Saskatchewan.

The University of Regina is obligated to ensure the quality of NTEP as a whole, its course offerings and their sequencing. Quality assurance takes many forms, including scrutiny and approval of the background of NTEP instructors, standards for admission to the program, for performance in courses, and for the award of the degree. Thus, for example, NTEP students must obtain a cumulative average of 65% in the 120 credits of required course work and teaching practice in order to be awarded a Bachelor of Education Degree from the University of Regina.

At the time that the partnership with the University of Regina was established, it was the objective of the Nunavut Department of Education and Nunavut Arctic College that the NTEP



program lead to a four-year B.Ed., or a two-year B.Ed. (after degree). Pathways that had previously existed to provide a ladder approach to full certification (candidates could practice with a limited credential, while continuing to work toward full certification) were discontinued.

We have commented before on the urgent need to expand the pool of Inuktitut speakers in teaching roles, and that consideration should therefore be given to the targeted recruitment of school-based language specialists, school community counsellors, and early childhood educators into teacher candidacy. While the University of Regina could not offer a Saskatchewan certificate until the four-year degree program was complete, Nunavut could provide the recognition of an interim or limited certificate while the degree was being pursued. There should be opportunities for individuals to pursue these studies on a part-time basis, with support from the employer (the Government of Nunavut).

We tried to understand why, notwithstanding its commitment, the participation of University of Regina faculty had diminished over the course of NTEP's history – especially since staffing of all the NTEP courses was a significant challenge. We heard a variety of opinions on the matter, but could not find specific evidence to support of them. They included the view that research and teaching demands on faculty at the University of Regina made teaching in NTEP (especially in smaller communities) less attractive to pre-tenured faculty, the challenge of finding suitable accommodation and the prohibitive cost of travel, the availability of a resident professional in Nunavut, and disinclination of NTEP to engage University of Regina faculty more fully.

In recent years the communication and collaboration between the NTEP program and the University of Regina seem to have been particularly challenged. There have been few collaborative opportunities for team meetings involving both institutions, and communication seems to have been narrowly channeled through only one or two individuals at NTEP. This makes it difficult to assess whether issues are systemic or specific. The loss of collaborative team planning opportunities was attributed to budget constraints; however, we were informed that the NTEP budget has generally been underspent.

Changes in program staffing and distance make communication between the University of Regina and NTEP challenging. Receiving information from NTEP about student progress – transcript information – in a timely manner is a challenge identified by informants from the University of Regina. This is especially problematic when staff at the University of Regina must do an audit to ensure that a student is eligible for graduation. Another consequence of poor communication is unnecessary effort on the part of the University of Regina staff. Changes in courses or scheduling have sometimes necessitated de-registering students from classes in which they were originally registered that were not offered and re-registering them in classes

that were offered. Such circumstances arise because of the challenges of staffing courses and scheduling them – often in the smaller communities.

With respect to internal matters, we would be remiss if we did not report that in our interviews we heard there was considerable dissatisfaction with the senior administration of NTEP. What respondents – both from Nunavut and the University of Regina – communicated to us was a loss of the confidence in NTEP as an institution and a sense that the program had been moved away from its mandate and its focus. Events have overtaken us since completing our interviews; we understand that there have been changes in the senior administration. There is no profit to be had in reprising the specific concerns expressed. We can, however, offer some suggestions that may be of value to the incoming administration.

- Management should reflect IQ values.
- The senior administration must be led by an Inuk who understands the skills, the school experience, and the knowledge required to have successful bilingual education.
- Within NTEP there should be regular opportunities for staff collaboration in operations and planning activities.
- Within the partnership, NTEP instructors and partners should work collaboratively on program development and implementation.
- There is strength in a distributive leadership and a wide-based sharing of information.
- There should be fair dealing and respect across all instructors and staff.
- Management must focus on increasing the academic and pedagogical competencies of NTEP candidates and provide the individualized support needed for successful completion of the program.
- Care should be taken that the relationship with the University of Regina (or any other university partner) not be attenuated, that it be active, collaborative, respectful, and that the university faculty not be marginalized. And to this end:
- NTEP should convene a taskforce with the University of Regina to consider measures to strengthen communication and collaboration in the partnership.

Our discussion above touched very briefly on two important issues that affect NTEP's capacity to provide teachers who serve bilingual education. One concerns the most appropriate model for the delivery of the NTEP program. The second concerns student retention. We consider each in turn.

### *Alternative Models for Program Delivery*

There is a broad range of considerations affecting the potential delivery of NTEP. They include consideration of the mode of delivery, the duration of courses, the location where instruction takes place, and the nature of the staffing available to the conduct of the program.

- **Delivery Mode**
  - Face to Face Instruction: the teaching and learning take place at the same time in the same location
  - Apprenticeship-Internship: preparing teachers primarily on the job.
  - Asynchronous on-line course work: teaching that uses online learning resources without constraints of time or place.
  - Synchronous on-line course work: On-line coursework in which the students are engaged simultaneously.
  - Paper-based Distance Education: Coursework in which students receive individual instructional materials and return their assignments when completed.
- **Duration of courses**
  - Three-week courses: Instruction for an entire course offered within a three week time period.
  - Courses of longer duration: Instruction for an entire course offered over the course of a ten, thirteen, twenty-six-week period or of some duration longer than three weeks.
- **Location of Instruction**
  - Region-Community Based: Instruction provided in a community or regional centre.
  - NAC-campus Based: Instruction provided at the NAC campus in Iqaluit.
  - School-based: Instruction provided in a local school
  - Adult Learning Centre Based: Instruction provided in an adult learning centre
- **Staffing**

- Permanent staff: Instruction provided by staff whose contracts are not term limited.
- Seconded staff: Instruction provided by teachers who are seconded to NTEP for a limited period of time.
- Sessional staff: Instruction provided by persons who are hired on term limited contracts.

The specific configuration of the program may vary in relation to the time, financial, human, situational and material resources available. For example, the recent announcement of a government of Canada investment of \$50 million in improving internet access will, over time, change the potential configuration of NTEP. As is evident from the table below, the range of alternatives is broad.

Narrowing the universe of possible alternatives will depend on the time, financial, human, situational and material resources available. While it is attractive to posit one's preferred alternatives, it is preferable to engage those responsible for and working in the program in a process where they apply their knowledge of resources to an evaluation of the alternatives.

Program Dimensions	Delivery Mode					Duration		Location				Staffing		
	Face to Face Instruction	Apprenticeship-Internship	Asynchronous on-line course work	Synchronous on-line course work	Paper-based Distance Education	Three week Courses	Courses of longer duration	Region-Community Based	NAC Campus Based	School-based	Adult Learning Centre Based	Permanent staff	Seconded Staff	Sessional staff
Face to Face Instruction	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Apprenticeship-Internship	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Asynchronous on-line course work	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Synchronous on-line course work	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Paper-based Distance Education	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Three week courses	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Courses of longer duration	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Region-Community Based	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
NAC-Campus Based	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
School-based	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Adult Learning Centre Based	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Permanent staff	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Seconded staff	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Sessional staff	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

We have made clear in our prose and in our recommendations, for example, that NTEP should better reflect the people of Nunavut, their identities and their languages; that we believe better use should be made of blended learning; that the contact between instructors and students should extend over a significant period of time (if not the entire program); that three week courses do not provide sufficient opportunity to read about, digest, and carefully consider what one is being asked to master; that better use should be made of classroom-based master teachers – especially those fluent in Inuktitut – as instructors in the program; that co-location of the program in schools provides greater opportunity for applying what one is learning in one’s course work; etc. We do not favour paper-based distance learning or apprenticeship without complementary instruction and study. We believe that there should be opportunities for supervised observation and teaching in other regions. Teacher education students should not be isolated from the students whom they will eventually teach, and their instruction should not depend upon sessional instructors who may have limited attachment to Nunavut, its people and their languages.

We think the cohort model of NTEP affords advantages with respect to economies of scale and significant social and intellectual support among students. However, these advantages should be weighed against the increased numbers of students who might be attracted to the program if they were able to pursue it on a part-time basis. The attraction of such an arrangement would likely be enhanced by increased internet access and mentorship by classroom-based teachers in one’s home community.

Notwithstanding that our preferences arise from our experience in the field, our knowledge of preferred practice, and our understanding of the literature, we doubt that there is an ideal program configuration for NTEP. Each alternative must be evaluated in relation to every other, taking into account the real-world constraints to which we have referred. Moreover, we believe strongly that the development of what are likely to be several different models occurs among those responsible for and teaching in the program. This process might be facilitated by someone with expertise in teacher education program design and development who has not particular stake in any particular model.

- A working group consisting of the permanent staff of NTEP should be convened to consider the alternative models of program delivery set out here as a foundation upon which to build a set of program options.



### *Student retention strategies*

The literature devoted to student retention makes a number of useful distinctions among students. The model of retention that is typically held is of a student who is continuously enrolled full-time in a program until its culmination, often signified by graduation and or certification. Such students are often contrasted with their opposite, the student who enters a program, but leaves before completing the program and who never returns. In between the student who stays and the student who drops out is the student who begins a program and quits because of a family crisis, financial hardship, or for a wide range of personal reasons (failing a course, mental health challenges, pregnancy, inter-personal conflicts, cultural incompatibility, etc.) but who returns to the program or some other program at some later date – sometimes at a much later date. There are also students who have attended full-time that wish to reduce their course-loads and take only a few courses.

The student retention literature is voluminous. Reviewing in light of the NTEP is beyond the scope of the present study, but there are nonetheless a number of strategies that can be employed to increase the attractiveness of NTEP to potential students and to retain them once enrolled.

#### **Early exposure and experience**

Students sometimes eschew post-secondary education because their parents did not attend post-secondary education, because they perceive that being a student in a post-secondary institution would require them to take on a role that they think is incompatible with their self-image, or because they think they lack the capacity to succeed in a post-secondary environment. Early exposure to community members who have post-secondary experience whose origins are similar to the potential recruit may reduce the gaps that are sometimes perceived. Organized activities that make use of skills similar to those that are required of teachers are also helpful. These include cross-age reading and teaching opportunities where an older student reads to or assists a younger student. Such activities might be organized by NTEP students during the school experience portion of the program.

#### **Paying students to stay in school**

Recruitment to NTEP is fettered because the pool of secondary school graduates is small and the prior preparation for post-secondary study is not adequate. The Foundation Year program helps to address the latter problem. The pool of graduates might expand if students were paid for staying in and achieving in school, a practice that has some success in other places.

## **Financial Supports**

A common disincentive to the pursuit of post-secondary education is the concern that parents in small, tightly knit communities have that, if their children pursue post-secondary education outside of the home community, they may never return. NTEP's community-based programs address this concern.

One of the factors affecting NTEP is the financial burden that some perceive to enrolling in the program. Despite the relatively generous supports available, students without a family history of post-secondary attendance are often debt averse and/or do not appreciate the economic advantages that accrue to those who attend post-secondary programs. Making the broader community – especially parents - aware of the financial supports that are available and the economic advantages that accrue to post-secondary attendees is likely to be helpful for secondary school students who might be recruited to NTEP.

A number of financial incentives might also stimulate participation and encourage retention. Fee reductions or fee waivers for student who are fluent Inuktitut speakers might entice individuals to pursue a career in teaching. Retention might be improved through the provision of steeply banked monetary incentives. Students remaining in and successfully meeting the first year program requirements might be compensated \$X. Students remaining in and meeting the second year requirements might be compensated \$3X, and so on.

During our site visits and interviews we heard that housing is very challenging in Nunavut. Students who enroll in NTEP and continue to meet is requirements might be granted preferential access to housing. Child care is another challenge faced by some NTEP students. The provision of child care supports would alleviate that challenge for some students.

## **Program Supports**

There is a variety of supports that could be provided or enhanced that would help program retention. Chief among them is the provision of program advisor who would act as a case manager for the student throughout his or her study in the program. The advisor (case manager) would be charged with meeting with the student regularly to monitor the student's progress, identify challenges the student faces, and assist the student in addressing those challenges. Advisors, who should be NTEP program staff members, would meet annually to review the progress of each student in the program and, as a group, meet with each of the students to discuss with them their progress.



At the time that the program begins, students should be paired with one another with the expectation that they will support one another in the program and become a learning partnership. Team building exercises should be organized and conducted for the partners and for the group as a whole – even in communities where the students are well known to one another.

NTEP might be more attractive to some if it were possible to pursue the program on a part-time basis. The development of synchronous and asynchronous learning opportunities might go a long way toward making part-time study workable.

Participation and retention might also improve if there were opportunities to study for shorter periods in Iqaluit or another community, especially if there was housing support or provision for short-term billeting.

### **Differentiated Certification**

We do not think it is realistic to expect that all students attracted to NTEP are seeking a career in teaching. Teacher preparation in most places is a transition opportunity for students who wish to determine whether post-secondary professional study is something they can and want to do. Nor is it realistic to think that students will be continuously enrolled full-time in NTEP. For these reasons, we have suggested that each year of the program should lead to a certificate that enables those who possess it to have employment in schools as support workers, cultural and language specialists, and special education assistants. We believe that the individual years of study and the certificates earned should be able to be combined ('laddered') into a coherent teacher education certification program.

- A working group on student retention should be established, with membership from NTEP, NAC and the Department of Education, to explore the efficacy of each of the relevant supports using as robust an experimental design as can be achieved in the Nunavut context.

### **Summary of Recommendations**

The tables below consolidate and summarize the recommendations from this report. We have identified 13 major issues that are addressed by the report's recommendations, and provide a separate table for each of these 13 areas. These areas are (the numbers are not intended to indicate a ranking of the importance of an issue):

1. Increasing the number of fluent Inuktitut speaking teachers in Nunavut classrooms
2. The capacity of the NTEP program to provide teaching in Inuktitut
3. Increasing Inuit cultural knowledge in the teacher preparation program
4. Program design for effective teacher preparation
5. Recruitment of students into NTEP
6. Preparation of secondary school teachers
7. Student support
8. Foundation Year
9. Strengthening relations with communities
10. Drawing on community resources to strengthen NTEP
11. NTEP management and administration
12. Appropriate model of program delivery
13. Student retention

In several cases a recommendation may touch on more than one major issue. Where this is the case we have indicated in the table the additional areas that are addressed by the recommendation.

For the purposes of these tables, the term “Short-term recommendations” means measures or changes that we believe can be implemented in a period of 1 – 3 years *from the date at which they are initiated*. “Medium-term recommendations refer to those we believe would require 4 or more years to implement once they have been initiated.

For the column titled “Locus of Responsibility/Authority” we have placed in **boldface** the agents(s) who must be the lead agents to initiate implementation of the recommendation. In regular typeface we indicate the additional agents whose cooperation, support, and – in some cases – agreement is required for implementation.

The last column indicates the page in the report where either the general discussion or specific recommendations can be found.

Issue 1: Increasing the number of fluent Inuktitut speaking teachers in Nunavut classrooms			24
Short-term recommendations	Medium-term recommendations	Locus of Responsibility/Authority	
The Department of Education, Nunavut Arctic College and the		<b>Department of Education</b> NTEP, in consultation with University of Regina	<b>26</b>

University of Regina should consider ladder certification opportunities in the near term as a means of increasing the number of Inuktitut speaking teachers in the schools. (Also Issues 2, and 5)		NAC	
	Create ladder language pathways to teacher education that situate language development in the community. This can be a language fluency degree or diploma that is a language credential to work in the schools and ladders to an education degree program (Also Issue 2, 9)	<b>Department of Education</b> NTEP, NAC, community partners	<b>27</b>
NTEP should develop broader entrance criteria that recognize/credit language fluency for prospective candidates (Also Issue 5)		<b>NTEP</b> University of Regina, other partner universities	<b>27</b>
Salary structures should give greater recognition to the value of the Inuktitut speaking language specialists or teachers.		<b>Department of Education</b>	<b>27</b>
Improved education leaves should be available to Inuktitut		<b>Department of Education</b>	<b>27</b>

speakers currently employed in the school system in other roles who wish to become teachers. (Also Issue 5)			

Issue 2: The capacity of the NTEP program to provide teaching in Inuktitut			27
Short-term recommendations	Medium-term recommendations	Locus of Responsibility/Authority	
NTEP should develop and regularly assess a language strategy that takes into consideration government directives, community needs, and NTEP goals. Recruitment, teaching, curriculum (content, scope, sequence), and core competencies of language teachers should be framed in accord with this strategy.		<b>NTEP</b> NAC, Department of Education	<b>31</b>
Establish criteria and standards for instructor recruitment that recognize the importance of Inuit language and cultural knowledge as well as academic attainment.		<b>NTEP, University of Regina</b> Other partner universities	<b>31</b>

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Issue 3: Increasing Inuit cultural knowledge in the teacher preparation program			27
Short-term recommendations	Medium-term recommendations	Locus of Responsibility/Authority	
NTEP should collaborate with the University of Regina and with other NAC programs and faculty with expertise in Inuktitut language curriculum development and teaching to lead curriculum redesign that is inclusive of Indigenous language and culture. (Also Issue 4)		<b>NTEP, NAC</b> Department of Education, University of Regina	<b>31</b>
NTEP should collaborate with experts from NAC to provide professional development to instructors and staff to integrate appropriate language pedagogies and cultural knowledge into classroom and service interactions. (Also Issue 4)		<b>NTEP and NAC</b>	<b>31</b>
Nunavut's current teachers, artisans, skilled tradespersons, and other relevant		<b>Department of Education</b> NAC, NTEP and university partner.	<b>31</b>

occupations should be canvassed to determine who might have the interest, qualifications and experience required to be a successful teacher educator, and potential candidate for a certification program that would have them qualify as instructors. (Also Issue 5)			
Teachers prepared outside of Nunavut may still be needed for some time and should be required to become familiar with Inuit culture and should be encouraged to learn Inuktitut.		<b>Department of Education</b> NAC, NTEP	<b>31</b>

<b>Issue 4: Program design for effective teacher preparation</b>			<b>33</b>
<b>Short-term recommendations</b>	<b>Medium-term recommendations</b>	<b>Locus of Responsibility/Authority</b>	
NTEP should create opportunities for experiential learning, reflection and connections between courses in the program.		<b>NTEP</b> NAC, Department of Education, University of Regina	<b>36</b>
NTEP should create academic transition or support experiences aligned with current NTEP course curriculum and appropriately sequenced.		<b>NTEP</b>	<b>36</b>
Course timetables		<b>NTEP</b> , in consultation with University	<b>36</b>

reconfigured to provide for longer duration, larger student cohorts.		of Regina	
Provide opportunities for NTEP candidates, NTEP instructors and Nunavut educators to pursue conferences, courses and additional studies at partner institution locations.		<b>Department of Education</b> NTEP, NAC	<b>36</b>
	[Short-term to Medium Term] Combine community based courses with regionalized programs to extend length of courses and opportunities for learning outside of one's home community.	<b>NTEP</b>	<b>36</b>
	[Short-term to Medium Term] Work with partners to develop post-graduate opportunities (Master of Arts in Teaching, MA in Educational Leadership)	<b>NTEP</b> NAC	<b>36</b>
	Improve delivery of or capability regarding blended (on-line + face to face) learning	<b>GN (infrastructure)</b> <b>NAC (delivery)</b> Department of Education	<b>36</b>

Issue 5: Recruitment of candidates to NTEP			36
Short-term recommendations	Medium-term recommendations	Locus of Responsibility/Authority	
NTEP should explore whether there are potential candidates for recruitment in the larger communities that do not presently have CTEPs.		<b>NTEP</b>	<b>37</b>
NTEP should explore the potential for Inuktitut speakers in other professions, or individuals instructing in Inuktitut in other Nunavut Arctic College programs, to be attracted to K-12 teaching. The options of educational leave and/or financial support should be explored as a means of attracting entrants into the teaching profession through NTEP.		<b>Department of Education</b> NTEP	<b>37</b>
Secondary school students who are interested in becoming teachers should have opportunities to earn credit through experiential learning programs working as tutors or assistants in elementary classrooms.		<b>Department of Education</b> NTEP, NAC	<b>38</b>
An active prior learning assessment and		<b>NAC</b> NTEP, university partner	<b>38</b>



recognition program should be established for potential candidates with previous related experience and relevant skills.			
The College should reach out to Nunavut Sivuniksavut as a potential source of candidates.		<b>NAC</b> <b>NTEP</b>	<b>38</b>
An NTEP alumni network should be developed and supported to assist in the identification and recruitment of potential program applicants.		<b>NTEP</b>	<b>38</b>
	[Short-term to Medium Term] NTEP should develop a focused recruitment strategy with communities. (Also Issue 8)	<b>NTEP</b> NAC, Community partners	<b>37</b>
	[Short-term to Medium Term] The program should engage in active recruitment of students to teacher education through early exposure to career activities, career information, assistance with application, and relevant coursework that links to teaching.	<b>NTEP</b> NAC, Department of Education	<b>37,</b> <b>37</b>
	[Short-term to Medium Term]	<b>NTEP</b> NAC, Community partners	<b>37</b>

	NTEP should recruit, as potential candidates for the NTEP program, fluent speakers of Inuktitut working in the community as language specialists, counsellors, early childhood educators or other community leaders.		
	[Short-term to Medium Term] There should be opportunities for dual credit for Inuktitut in secondary school.	<b>Department of Education</b> NAC	<b>38</b>

Issue 6: Preparation of secondary school teachers			38
Short-term recommendations	Medium-term recommendations	Locus of Responsibility/Authority	
	NTEP program should expand to include preparation of teachers for intermediate and secondary school levels.	<b>Department of Education</b> NTEP, NAC	<b>39</b>
	NTEP teacher education programming for secondary schools must emphasize the use of Inuktitut and Inuit culture in teaching.	<b>Department of Education</b> NTEP, NAC, university partners	<b>39</b>
	Partnerships should be explored that could lead to preparation programs for secondary school certification. (Possible partnerships: Dalhousie, Nunavut Sivuniksavut (Algonquin	<b>NAC</b> NTEP	<b>39</b>

	College/Carleton University), University of Prince Edward Island)		
	NTEP teacher education programming for secondary schools should provide a route to teacher certification for experienced tradespersons.	<b>Department of Education</b> NTEP, NAC, university partners	<b>40</b>
	Explore the potential of a specialized teaching certification program for persons in the trades and technology sector. This may be initially pursued as a partnership with another faculty of education.	<b>Department of Education</b> NTEP, NAC	<b>40</b>

<b>Issue 7: Student support</b>			<b>40</b>
<b>Short-term recommendations</b>	<b>Medium-term recommendations</b>	<b>Locus of Responsibility/Authority</b>	
Student support should be understood as an affirmation of Inuit values and culture, as well as a practical means to ensuring greater success.		<b>NAC</b> NTEP, Department of Education	<b>41</b>
The Foundation Year is a critical element in the strategy to prepare students for the academic and language demands of post-		<b>Department of Education</b> NAC, NTEP	<b>41</b>

secondary studies in NTEP. Adequate funding must be available so that Foundation Year study is not a barrier to enhancing the academic preparation of individuals who might consider teaching.			
A Nunavut strategy to promote further education and to prepare Inuit for full participation in employment must address issues of housing and child care that inhibit the pursuit of further education, including NTEP.		<b>Department of Education, GN</b>	<b>41</b>
Support should be made available for NTEP students whose work is interrupted by family events or illness, so that the investment made by the student and the program is not lost.		<b>Department of Education</b> NAC, NTEP	<b>41</b>
Consideration should be given to offering housing guarantees for those who leave their communities to study in Iqaluit.		<b>Department of Education</b> NAC, NTEP	<b>41</b>
Academic support structures, such as tutoring assistance, should be available to all students		<b>NAC</b> NTEP	<b>41</b>
Oversight of student		<b>NAC</b>	<b>42</b>

progress, and especially students at risk of exiting the program, should be instituted.		NTEP	
	The provision of distance and blended learning via internet is an efficient and effective means of providing specialist instruction and support. (Also Issue 4)	<b>NAC, (for delivery) GN (for infrastructure)</b> NTEP, Department of Education	<b>42</b>

<b>Issue 8: Foundation Year</b>			<b>42</b>
<b>Short-term recommendations</b>	<b>Medium-term recommendations</b>	<b>Locus of Responsibility/Authority</b>	
	[Short-term to Medium Term] The NTEP Foundation Year should be seen as a recruitment and bridging opportunity, and as one means for addressing the need for NTEP to meet the number of teachers required by the Territory.	<b>NTEP NAC</b>	<b>44</b>
The NTEP Foundation Year should provide teacher candidates with academic, cultural, and personal supports that foster success. NTEP should create academic transition or support experiences aligned with current NTEP course curriculum and appropriately		<b>NTEP</b>	<b>44</b>

sequenced. This can include writing for the profession, math symposia linked to cultural experiences, preparing for assessments, summer intensives. (Also Issue 4)			
	[Short-term to Medium Term] The NTEP Foundation Year program should address the development of sufficient fluency in Inuktitut for teaching purposes as well as academic upgrading in preparation for post-secondary studies. (Also Issues 1 and 2)	<b>NTEP</b> <b>NAC</b>	<b>44</b>
	[Short-term to Medium Term] The NTEP Foundation Year should develop a stream in which classroom/teaching assistants or members of the trades who have not graduated from high school could build their academic preparedness to enter the teacher education program. (Also Issue 4)	<b>NTEP</b> <b>NAC</b>	<b>44</b>
	The Foundation Year program should be flexible so that its activities and curriculum can be custom-designed	<b>NTEP</b> <b>NAC</b>	<b>44</b>

	to the needs of the candidate. (Also Issue 4)		
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Issue 9: Strengthening relations with communities			44
Short-term recommendations	Medium-term recommendations	Locus of Responsibility/Authority	
NTEP should work with community (education and other) institutions and government partners to support Nunavut language policies and strategies.  (Also Issues 1, 2, and 3)		<b>NTEP</b> NAC	<b>46,</b> <b>46</b>
NTEP should collaborate with Nunavut Arctic College programs and faculty with expertise in Inuktitut language and Inuit culture to establish locally-based community programs committed to community language development.  (Also Issues 1, 2, and 3)		<b>NTEP</b> NAC	<b>47,</b> <b>47</b>
NTEP and NAC should invite community members and language speakers to support teaching and learning through mentoring, co-teaching and curriculum planning. (Also Issues 1, 2, and 3)		<b>NTEP</b> NAC, Department of Education	<b>47,</b> <b>47</b>

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Issue 10: Drawing on community resources to strengthen NTEP			47
Short-term recommendations	Medium-term recommendations	Locus of Responsibility/Authority	
Opportunities should be developed for experienced teachers to take on roles within the NTEP program. (Also Issue 4)		<b>Department of Education</b> NAC, NTEP	<b>47</b>
Cross-appointment mechanisms (secondments or loans) should be created to enable experienced educators to work full or part-time within the NTEP program.		<b>Department of Education</b> NAC, the DEAs, Nunavut Employees Union and the Nunavut Teachers' Association	<b>47</b>
More active experiential learning roles should be developed for NTEP students in the schools (extracurricular opportunities, tutoring, etc.). (Also Issue 4)		<b>Department of Education</b> NAC, NTEP, the DEAs, schools	<b>47</b>
The Department of Education should create education leave opportunities to permit non-teacher employees to pursue teacher education with minimal financial loss. (Also Issue 1)		<b>Department of Education</b>	<b>47</b>
Experiential (co-op) learning opportunities for credit could be developed for secondary school		<b>Department of Education</b> NAC, NTEP, the DEAs, schools	<b>47</b>



students working as tutors or assistants in elementary schools			
<b>Issue 11: NTEP management and administration</b>			<b>48</b>
<b>Short-term recommendations</b>	<b>Medium-term recommendations</b>	<b>Locus of Responsibility/Authority</b>	
Management should reflect IQ values.		<b>NTEP</b> NAC	<b>50</b>
The senior administration must be led by an Inuk who understands the skills, the school experience, and the knowledge required to have successful bilingual education.		<b>Department of Education</b> NTEP NAC	<b>50</b>
Within NTEP there should be regular opportunities for staff collaboration in operations and planning activities.		<b>NTEP</b> NAC	<b>50</b>
There should be fair dealing and respect across all instructors and staff.		<b>NTEP</b> NAC	<b>50</b>
There is strength in distributive leadership and wide-based sharing of information.		<b>NTEP</b> NAC	<b>50</b>
Management must focus on increasing the academic and pedagogical competencies of NTEP		<b>NTEP</b> NAC	<b>50</b>

candidates and provide the individualized support needed for successful completion of the program.			
Care should be taken that the relationship with the University of Regina (or any other university partner) be active, collaborative, respective, and inclusive.		<b>NTEP</b> NAC, university partner	<b>50</b>
Within the partnership, NTEP instructors and partners should work collaboratively on program development and implementation.		<b>NTEP</b> NAC, university partner	<b>50</b>
NTEP should convene a taskforce with the University of Regina to consider measures to strengthen communication and collaboration in the partnership.		<b>NTEP, University of Regina</b>	<b>50</b>

<b>Issue 12: NTEP Appropriate model of program delivery</b>			<b>51</b>
<b>Short-term recommendations</b>	<b>Medium-term recommendations</b>	<b>Locus of Responsibility/Authority</b>	
A working group consisting of the permanent staff of NTEP should be convened to consider the alternative models of program delivery set		<b>NTEP</b> NAC	<b>53</b>

out here as a foundation upon which to build a set of program options.			
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Issue 13: NTEP Student retention			55
Short-term recommendations	Medium-term recommendations	Locus of Responsibility/Authority	
A working group on student retention should be established, with membership from NTEP, NAC and the Department of Education, to explore the efficacy of each of the relevant supports using as robust an experimental design as can be achieved in the Nunavut context.		<b>NTEP</b> NAC, Department of Education	<b>57</b>

## Conclusion

The present configuration of the NTEP is not capable of producing a bilingual, Inuit teacher workforce. To do that NTEP must be transformed to reflect Nunavut's people and landscape. Although some of the NTEP courses focus upon Nunavut and its language and culture and attempts to integrate Nunavut culture and values into many of its courses, the program is primarily a variant of the teacher education programs offered by many faculties of education in Canada.

Many faculties of education in Canada are attempting to make their teacher education program better reflect the Indigenous peoples in the regions the programs serve. The infusion of Indigenous knowledge and culture in these teacher education programs is admirable, but it is not what we believe must happen in Nunavut. Nunavut culture, values and language must be the foundation upon which NTEP is constructed. This is the transformation to which we refer.

The transformation must begin with a conception of a Nunavut competent citizen and, then, consider what kind of education is required to ensure the development of such citizens. What

knowledge and dispositions should Nunavut competent citizens possess? What should they know and be able to do? The curricula of Nunavut's schools must be transformed to educate such citizens.

The third phase in the transformation involves the Nunavut Teacher Education Program. It must be developed and organized to prepare individuals to impart Nunavut's transformed curricula using a pedagogy that is consistent with Nunavut's core values.

Because of the central part that language plays in the transmission of culture and values, the schools of Nunavut must ensure linguistic fluency in Inuktitut. Recruiting Inuk who are or who are capable of becoming fluent in Inuktitut for the purposes of teaching is essential. These individuals must, in turn, be educated by teacher educators who are proficient in the use of Inuktitut for instructional purposes. If the language of instruction in NTEP is Inuktitut, over the course of the program students will develop their linguistic proficiency to the point that they are capable of implementing the program of instruction in Inuktitut.

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